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BUREAU OF LAND MANAGEMENT

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BUREAU OF LAND MANAGEMENT

BUREAU OF LAND MANAGEMENT

Justification for Appropriations, Fiscal Year 1973

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Highlight Statement

Our public lands managed by the Bureau of Land Management encompass 450 million acres in eleven western States and Alaska. These lands constitute 60% of all Federally owned lands...20% of the Nation's land base. They contain valuable resources essential to the economy and growth of this Nation including open space, forage, water, timber, minerals, energy sources, wildlife, recreation opportunities, and land upon which to build. This public land estate is the last frontier for a Nation and a society which has no way to stretch its existing land base.

To assure the orderly development and protection of these lands to best meet the needs of the Nation, the Bureau must operate programs in partnership with other Federal land and resource managing agencies and with State and local governments. The complex inter-relationships of such programs are creating the beginnings of appropriate and comprehensive systems of land use planning. The historic uses of the public lands for grazing, timber harvesting, and mineral leasing remain, but new demands for environmental management and the growing pressure for recreational use have expanded the work of the Bureau of Land Management.

This statement presents the highlights of proposed programs for fiscal year 1973 for the Bureau.

Outer Continental Shelf Management

An accelerated program for oil and gas leasing on the Outer Continental Shelf (OCS), that includes stringent controls to protect the environment is needed in order to meet the growing energy demands of the Nation. Study teams will provide environmental analysis to determine the sources and impacts of oil spillage, will inventory pipelines on the OCS and will determine ways to improve oil and gas leasing procedures and stipulations. Proper environmental considerations are an indispensable part of the total leasing program. Environmental analysis capability must be expanded to facilitate our growing dependence upon the OCS to meet domestic oil, gas, and other mineral production requirements. These activities will build upon current efforts to assure full implementation of multiple-use principles on the OCS, protect the environment, and achieve a fair return to the public for the extraction of OCS mineral resources.

Records Improvement (Eastern States Land Office)

Title to land in many states can be traced back to United States patents. These patents are maintained in the Bureau of Land Management's Eastern States Land Office in Silver Spring, Md. Many of these records are deteriorating because of age and use. The fiscal year 1973 budget increase is part of a two year program to microfilm the existing records to insure their preservation and to establish an indexing system for more efficient processing of public inquiries and related services.

Surface Protection

Public lands have been and will continue to be an important source of minerals. Continued development is vital to the mineral and material needs of this Nation. With the current trend of exploration, our concern is to insure that the land and its surface resources will be protected during exploration and extraction so that public values will not be destroyed unnecessarily. The proposed increase for fiscal year 1973 will expand the program initiated in fiscal year 1972.

Public Land Inventory & Planning & Environmental Analysis

In order to implement national land use objectives, efforts must be made to accelerate and intensify programs to compile the information to support increased utilization of public land resources. Many irreversible decisions on land use are being made with an inadequate consideration of all public land values and the effect on the environment. Good land management requires the best possible data about the physical resource and the environmental impacts of existing and proposed actions and existing and projected demands for public land goods and services. Proper consideration of these elements in land and resource management programs will help insure that decisions are more responsive to public needs and will tend to produce maximum public benefits.

Since the passage of the National Environmental Policy Act of 1969, the workload in environmental analysis and in the preparation and review of environmental impact statements has expanded at a significant rate. The proposed increase will provide a base from which environmental analysis work can be more effectively accomplished.

Native Claims

Passage of the Alaska Native Claims Settlement Act (P.L. 92-203) has added a new dimension to the Bureau's activities. We must move rapidly and expediteously to implement the provisions of this legislation on behalf of the Native People in Alaska. The Bureau will have a major role to play in making the public lands available to Native Corporations and for a number of potential public purposes. This budget makes provisions for the major impact of the Native Claims program on the Bureau's lands and minerals management and cadastral survey functions.

Fire Protection

The BLM is continuing to improve its fire protection capability. Improvements in advance preparedness are intended to reduce the intolerable loss of surface resources and the high costs which accompany wildfires. Proper management of our lands is heavily dependent on adequate protection from destructive fires. The proposed increase is another increment toward reaching full implementation of the Bureau's Normal Year Fire Plan.

Firefighting and Rehabilitation

In past years, a small amount has been included in the regular appropriation for emergency firefighting costs. This amount has been augmented with a subsequent supplemental appropriation to cover actual firefighting costs. In the interim, large sums from other appropriations have been used to cover these emergency costs, burdening other programs and administrative accounting. An additional allowance is reflected in this budget to provide an advanced firefighting appropriation which more closely approximates average annual firefighting costs.

General Administration

The budget includes a small increase to provide essential administrative support to other program activities.

Maintenance

To protect public land investments, additional maintenance capability is necessary to keep pace with construction programs and the growing pressures on facilities by the public. To keep them safe, attractive, convenient and to prolong their service life for the public's benefit, increases in building, recreation facility, and road maintenance are proposed in this budget.

Facility Construction

The overall efficiency of the Bureau's administration and public service functions is heavily dependent upon the construction of adequate administrative, recreation, and transportation facilities. The proposed acceleration of building and recreation construction reflected in the FY 1973 budget is required to keep pace with the growing demand for the use of public lands.

Manpower Reduction Program

The President's program to reduce Federal employment by 5% during fiscal year 1972 will result in substantial fiscal year 1973 savings which are reflected in this budget as an offset against other program features.

Summary of Budget Request

The Bureau's budget is modest compared to the values at stake. It represents an investment in the future well-being of the public lands, an investment in their continued development, management, and wise use, now and for generations to follow.

The estimate of appropriations by activity and receipts for the Bureau are summarized in the tables on the following page.

Summary of Appropriations

	FY 1972	FY 1973	Increase + Decrease -
		(in thousands of dollars)	
Management of lands and resources			
1. Resource Management, Conservation, and Protection a/	$55,617	$60,587	$+4,970
2. Cadastral Survey	6,982	7,800	+818
3. Firefighting and Rehabilitation	5,400	10,000	+4,600 b/
4. General Administration	2,709	2,800	+91
Total, Management of lands and resources	70,708	81,187	+10,479
Construction and maintenance			
1. Construction	1,831	4,580	+2,749
2. Maintenance	2,796	3,320	+524
Total, Construction & maintenance	4,627	7,900	+3,273
Public lands development roads and trails (Liquidation of contract authority)	3,200	3,200	---
Oregon and California Grant Lands (indefinite)	19,000	16,700	-2,300
Range improvements (indefinite)	2,523	3,059	+536
Subtotal	100,058	112,046	+11,988
Permanent appropriations	91,940	99,125	+7,185
Grand Total	191,998	211,171	+19,173

a/ Includes the former Realty & mineral leasing service activity.

b/ Increase is intended to bring initial firefighting appropriations to a more realistic level and is based on an earlier four-year cost average. These funds have been provided in the past by supplemental appropriation which, in FY 1972, is estimated at $15 million.

Receipts

As shown in the table below the Bureau continues to produce substantial revenues for the U.S. Treasury and for public land states and counties.

Receipts Colected by the Bureau ($ in millions)

	1970	1971	1972 a/	1973 a/
Total Receipts	$406	$1,287	$966	$3,328
Paid to States & Counties	-87	-85	-91	-98
Deposited in Treasury	319	1,202	875	3,230

a/ Estimated

RECEIPTS

RECEIPTS BY SOURCES

The following table shows actual receipts of the Bureau of Land Management for fiscal years 1969, 1970, 1971 and estimated receipts for 1972 and 1973.

	Actual 1969	Actual 1970	Actual 1971	Estimate 1972	Estimate 1973
Sales, Public Lands and Materials.....	$1,802,126	$2,099.849	$2,013,823	$2,100.000	$2,200,000
Fees and Commissions..................	4,888,321	4,468,455	4,096,965	4,080,000	4,800,000
Mineral Leasing.......................	138,538,529	141,217,162	151,332,134	154,074,000	156,851,000
Mineral Leasing, Outer Continental Shelf..............................	428,278,500	186,861,451	1,050,549,370	713,000,000	3,080,000,000
Grazing Fees..........................	5,623,299	5.668,742	7,549,969	8,717,000	9,575,000
Rights-of-Way Leases..................	324,740	249,892	270.963	270,000	280,000
Timber Sales..........................	69,678,639	65,419.401	70,663,296	83,500,000	73,600,000
Miscellaneous Receipts................	561,870	401,606	482,104	524,000	518,000
Total.............................	649,696,024	406,386,558	1,286,958,624	966,265,000	3,327,824,000

NOTE: This table does not include Public Land Administration Act or Litter Prevention and Cleanup receipts.

PAYMENTS OF BUREAU OF LAND MANAGEMENT RECEIPTS TO STATES, FY 1971

State	Sales of Timber Lands and Timber	Mineral Leases and Permits	Taylor Grazing Districts	Taylor Grazing Leases	Other	Total
Alabama	$ 32	$15,782				$15,814
Alaska	4,258	8,648,718				8,652,976
Arizona	3,857	131,313	$21,481	$37,153		193,804
Arkansas	37	19,496				19,533
California	52,917	3,267,004	10,462	46,303		3,376,686
Colorado	11,617	2,759,010	22,787	13,555		2,806,969
Florida	320	41,345				41,665
Idaho	21,562	221,305	42,187	12,306		297,360
Indiana	2					2
Kansas		183,290		22		183,312
Louisiana	328	312,084				312,412
Michigan		16,860				16,860
Mississippi	1,120	14,425				15,545
Missouri	4					4
Montana	16,539	2,658,030	26,951	40,878	$184,149 a/	2,926,547
Nebraska		1,443		88		1,531
Nevada	21,877	348,257	73,212	12,761		456,107
New Mexico	8,705	12,845,551	57,338	53,242	7,510 a/	12,972,346
North Dakota	32	199,335		2,135		201,502
Oklahoma	134	169,978		25		170,137
Oregon	78,988	33,223	32,642	18,671	29,850,408 b/	30,013,932
South Dakota	512	150,014		16,122		166,648
Utah	5,961	3,356,382	47,196	294	2,033 a/	3,411,866
Washington	2,600	113		7,460		10,173
Wisconsin	16					16
Wyoming	9,182	18,624,703	49,251	109,131		18,792,267
Total	240,600	54,017,661	383,507	370,146	30,044,100	85,056,014

a/ Executive Orders 10787, Nov. 6, 1958, and 10890, Oct. 27, 1960, from grazing and mineral receipts, L.U. Lands.
b/ From "O&C" lands, $29,401,894; Coos Bay Wagon Road Lands, $448,514.

MANAGEMENT OF LANDS & RESOURCES

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES

Appropriation, 1971	$58,605,000	
Supplemental appropriation, 1971	500,000	
Second supplemental appropriation, 1971	24,955,000	
Total Appropriation, 1971		$84,060,000
Transferred to "Salaries & Expenses", Office of the Secretary		-603,000
Transferred to "Operating Expenses, Public Buildings Service", General Services Administration		-87,000
Total available, 1971		83,370,000
Appropriation, 1972	71,035,000	
Supplemental appropriation, 1972	85,000	
Total appropriation, 1972		71,120,000
Transferred to "Operating Expenses, Public Buildings Service", General Services Administration		-91,000
Transferred to "Salaries and Expenses", Office of the Secretary		-321,000
Total available, 1972		70,708,000

Summary of Increases and Decreases, 1973

	Base for 1973	Increase/ Decrease 1973
Resource Management Conservation and Protection		
To accelerate OCS leasing schedule for increased oil & gas production	$685,000	+775,000
To protect surface resources from mineral exploration and leasing damages	250,000	+250,000
To improve Eastern States Land Office records	937,000 a/	+125,000
To implement Alaska Native Claims Settlement Act	(400,000) b/	+2,100,000
Termination of Missouri River Basin program (Lands & minerals portion)	100,000	-100,000
To meet increased costs for employee compensation payments	219,000	+101,000

See footnotes at end of table.

	Base for 1973		Increase/ Decrease 1973	
To up-grade public land fire protection........................	$ 6,348,000		$ +952,000	
Annualization of pending 1972 fire protection supplemental.....	(400,000)	b/	+400,000	
To accelerate inventory, planning, and environmental analysis..	3,500,000		+2,120,000	
Cost savings related to FY 72 5% manpower reductions..........			-1,753,000	
				$4,970,000
Cadastral Survey				
To implement Alaska Native Claims Settlement Act..............	(600,000)	b/	+1,000,000	
Cost savings related to FY 72 5% manpower reductions..........			-182,000	
				+818,000
Firefighting and Rehabiliatation				
To provide by direct appropriation for firefighting costs which have been made available in the past by supplemental appropriation.......................................	4,800,000		+4,600,000	
				+4,600,000
General Administration				
To provide for increased administrative workload...............			+247,000	
Cost savings related to FY 72 5% manpower reductions..........			-156,000	
				+91,000
Net Increase, FY 1973..				+10,479,000
Budget estimate, FY 1973.....................................				+81,187,000

---

a/ Represents base for all BLM Records improvements work.
b/ Amount of pending 1972 supplemental included in 1973 increase.

MANAGEMENT OF LANDS AND RESOURCES
Analysis by Activities

Activity	FY 1971 Amount Available	1972		
		Total Appropriation	Transfers	Adjusted Amount Available
1. Resource management, conservation and protection	$52,728,998	$56,023,000 b/	-406,000 e/	$55,617,000
2. Cadastral Survey	5,755,975	6,988,000 c/	-6,000 e/	6,982,000
3. Firefighting and rehabilitation	20,714,387	5,400,000 d/	---	5,400,000 d/
4. General administration	2,507,153	2,709,000	---	2,709,000
Unobligated balance lapsing	+1,663,192 a/		---	
Total	83,369,705	71,120,000	-412,000	70,708,000

---

a/ Includes unobligated funds for Firefighting and Alaska pipeline inspection.

b/ Does not include the following supplementals transmitted for FY 1972:
Implementation of Alaska Native Claims Settlement Act, $400,000.
Fire protection. . . . . 400,000.

c/ Does not include supplemental transmitted for implementation of Alaska Native Claims Settlement Act, FY 1972, $600,000.

d/ Does not include $15 million supplemental transmitted for FY 1972.

e/ Represents the following:
Transfer to General Services Administration. . . . . $ 91,000
Comparative transfer of contract compliance function
to Office of the Secretary 321,000
$412,000

MANAGEMENT OF LANDS AND RESOURCES

Analysis by Activities

	FY 1971 Amount Available	FY 1972 Adjusted Amount Available	FY 1973 Estimate	Increase (+) Decrease (-) 1973 Compared with 1972	Page Ref.
1. Resource management conservation, and protection....................	$52,728,998	$55,617,000	$60,587,000	$+4,970,000	11
2. Cadastral Survey....................	5,755,975	6,982,000	7,800,000	+818,000	34
3. Firefighting and rehabilitation......	20,714,387	5,400,000	10,000,000	+4,600,000	37
4. General administration...............	2,507,153	2,709,000	2,800,000	+91,000	38
Unobligated balance lapsing..........	1,663,192 a/	---	---	---	
Total............................	33,369,705	70,708,000	81,187,000	+10,479,000	

a/ Includes unobligated funds for firefighting and Alaska pipeline inspection.

1. RESOURCE MANAGEMENT, CONSERVATION AND PROTECTION

Analysis by Subactivities

Subactivity	FY 1971 Amount Available	FY 1972 Adjusted Amount Available	FY 1973 Estimate	Increase (+) or Decrease (-) 1973 Compared with 1972
Land and minerals management 1/.....	$13,764,100	$14,596,000	$17,730,000	$+3,134,000
Range management....................	6,618,637	6,639,000	6,400,000	-239,000
Forestry...........................	7,552,208	8,154,000	7,950,000	-204,000
Soil and watershed conservation.....	13,709,881	13,716,000	13,800,000	+84,000
Fire protection....................	5,767,472	6,548,000	7,700,000	+1,152,000
Recreation and wildlife............	3,861,355	4,190,000	5,277,000	+1,087,000
Alaska pipeline inspection.........	1,455,345	1,774,000	1,730,000	-44,000
Total..........................	52,728,998	55,617,000	60,587,000	+4,970,000

1/ This is a new sub-activity which combines the Title, lease and records service activity with the Land Classification and Mineral Examination sub-activity.

1. RESOURCE MANAGEMENT, CONSERVATION AND PROTECTION

Analysis of Change in Subactivities
by Program Feature
FY 1973 Compared with FY 1972

SUBACTIVITY	PROGRAM FEATURES ($ IN 1000's)									
	(1) OCS Leasing	(2) Surface Protection	(3) ESLO Records	(4) Alaska Native Claims	(5) Termination MRB Program	(6) Employee Compen. Payments	(7) Fire Protec.	(8) Inventory and Planning	(9) Manpower Reduction	Net Change
Land and minerals management.........	+$ 775	+$ 250	+$ 125	+$2,100	-$ 100			+$ 646	-$ 662	+$3,134
Range management............								+ 46	- 285	- 239
Forestry........								+ 160	- 364	- 204
Soil and watershed conservation............						+$ 101		+ 177	- 194	+ 84
Fire Protection............							+$1,352		- 200	+ 1,152
Recreation and wildlife........								+1,091	- 4	+ 1,087
Alaska pipeline inspection......									- 44	- 44
Total........	+ 775	+ 250	+ 125	+ 2,100	- 100	+ 101	+ 1,352	+2,120	- 1,753	+ 4,970

1. Resource Management, Conservation and Protection:

FY 1972, $55,617,000; FY 1973, $60,587,000; an increase of $4,970,000. The increase consists of:

Increase (+) or Decrease (-)		Total	Total	
Amount	Positions	Program	Positions	Explanation
(1) $ + 775,000	+15	$1,460,000	53	To implement an accelerated OCS leasing schedule with adequate environmental safeguards.
(2) + 250,000	+10	500,000	24	To safeguard surface resources subject to damage through mineral exploration and leasing.
(3) + 125,000	--	1,062,000	71	To preserve and catalog land office records for the Eastern States.
(4) +2,100,000	+55	2,100,000	55	To implement the Alaska Native Claims Settlement Act (P.L. 92-203).
(5) - 100,000	- 6	-100,000	--	Termination of Missouri River Basin Program; funds and positions applied to other program increases.
(6) + 101,000	--	320,000	--	To meet increases in Employee Compensation Payments.
(7) +1,352,000	+19	7,700,000	196	To up-grade the initial attack and support capabilities of the Bureau's fire protection program.
(8) +2,120,000	+90	5,620,000	191	To accelerate public land inventory, planning and environmental analysis.
(9) -1,753,000	--	-1,753,000	--	Full year cost saving's related to 5% manpower reductions initiated in FY72.
+4,970,000	+183			

a/ Represents total records improvement program.

Cost Factors Involved in Increase

(1) Thirteen permanent man-years at an average cost of $13,700, $178,000; travel and per diem costs for field examinations at an average annual cost of $1,200, $15,000; miscellaneous supplies, materials, equipment, printing, reproduction, rent and communications, $82,000; contractual costs for studies and analysis $500,000.

(2) Nine permanent man-years at an average cost of $12,650, $114,000; travel, transportation of persons and per diem of field studies and examinations at an average annual cost of $4,000, $36,000; miscellaneous supplies, materials, rent, communications and equipment $100,000.

(3) Contractual costs to microfilm and catalog existing land office records for the Eastern United States, $125,000.

(4) Fifty-five permanent man-years at an average annual cost of $15,800, $900,000; family moving expenses, 20 families at an average cost of $8,000, $160,000; 20 man- years Of temporary employment at an average cost of $7,500, $150,000; travel, transportation, and per diem at an average annual cost of $3,000, $170,000; aircraft rental, $400,000; rent, communications, supplies, materials, and equipment, $200,000; training, $40,000; support, $80,000.

(5) Savings resulting from termination of the lands portion of BLM Missouri River Basin project work.

(6) Payment to Bureau of Employee Compensation, $101,000 on a pro-rata assessment basis.

(7) Eighteen permanent man-years at an average annual cost of $11,000, $198,000; forty-one man-years of temporary labor at an average annual cost of $6,800, $280,000; travel, transportation of persons and per diem, $30,000; contract for fire presuppression costs $205,000; supplies materials and equipment costs, $639,000.

(8) Eighty-five permanent man-years at an average cost of $12,200, $1,037,000; travel, per diem and transportation of persons for field studies at an annual average cost of $3,300, $280,000; supplies, materials, rent communications and equipment $138,000; contractual costs for resource data and analysis $665,000.

(9) Savings resulting from employment reduction.

Need for Increase:

(1) Outer Continental Shelf Management, $775,000: This program seeks to manage the mineral resources of the Outer Continental Shelf (OCS) in such a way as to encourage orderly and timely development, protect our marine environment and help assure a fair return to the public.

Accelerated oil and gas lease sales on the Outer Continental Shelf, along with stringent controls to protect the environment, are needed to meet the growing energy demands of the nation. In order to expand productive potentials as rapidly as possible, the President, in his "Energy Message" to Congress on June 14, 1971, indicated a need for an accelerated program including the sale of new leases not only in the highly productive Gulf of Mexico, but also in other promising areas. To implement this program, the Interior Department has released a flexible five-year schedule (1971-1975) for lease offerings.

This schedule provides for expanded leasing activity in the Louisiana - Texas Gulf area, opening the Alabama-Mississippi-Florida Gulf area, and brings into consideration parts of the Atlantic Coast and the Gulf of Alaska for lease sales. Twelve sales are tentatively scheduled in the five-year period. This request will provide the resources to assure the substantial and required preparatory work for the accelerated schedule.

A comparison of existing and anticipated workload in the OCS program is as follows:

	Accomplishments thru FY 1971	Accomplishments FY 1972 - 1976
(1) Acreage under lease	4.6 million acres	3.6 million - 7.2 million acres
(2) Pipelines in operation	3,200 miles	3,000 miles
(3) Environmental Statements	1	12 to 14 statements involving leasing; 3 pipeline statements annually
(4) Public Hearings	1	9
(5) Active Leases	1,068	1,500(annual average)

Over the last 10 years, 96,300 barrels have been spilled in the Gulf of Mexico as a result of accidents involving drilling or producing operations and an additional 142,200 barrels were spilled as a result of three accidents to pipelines. Over 1.9 billion barrels of oil and condensate were produced during the 10-year period. This ratio of barrels spilled to barrels produced indicates that one barrel may be spilled from major accidents for every 7,000 barrels produced. From drilling and production operations only, the ratio may be one barrel spilled for every 18,500 barrels produced.

No long-term damage to the environment has been determined for either the daily recurring oil spills or from the major spills; however, marine ecology is fragile and we do not know the limits for irreparable damage. As manager of the submerged lands and minerals resources of the OCS, BLM cannot assume that the above levels of oil spillage are acceptable.

The FY 1973 increase of $775,000 and 15 positions would provide for three environmental analysis teams made up of technicians with a variety of backgrounds to :

(1) study past and current OCS oil and gas leasing operations to determine sources and impacts of oil spillage;

(2) determine ways to improve procedures and lease stipulations;

(3) study possible new lease areas;

(4) inventory all pipelines on the OCS and consolidate data;

(5) analyze existing pipelines to identify possible damages to the environment to determine how BLM rights-of-way requirements should be strengthened; and

(6) develop methods to routinely monitor the conditions of pipelines.

In addition, an expanded study program will be initiated to provide the information required to plan and administer the accelerated leasing program.

The study program will include:

(1) a series of short-term (one year or less) reconnaissance studies in areas where OCS oil and gas leasing is being considered for the first time;

(2) a study to develop criteria for all major aspects of pipeline planning;

(3) studies to analyze the supply and demand conditions for the products of the OCS; and

(4) studies to develop the information required for appraising the value and production costs of mineral resources in previously undeveloped areas of the OCS.

These activities build upon the current efforts to assure full implementation of multiple-use principles, to prepare environmental statements under the National Environmental Policy Act of 1969, to hold public hearings, and to continue to improve our evaluation of OCS tracts offered for sale to assure a fair return to the public for the extraction of OCS mineral resources. All of these functions will help to insure an orderly and properly coordinated OCS leasing program in which adequate provisions for the protection of the marine environment have been considered.

(2) Surface Protection, $250,000: The objective of the surface protection program is to safeguard to the fullest possible extent those surface resources subject to damage because of on-shore mineral leasing and exploration activities.

Departmental regulations (43 CFR 23), implementing instructions and the Council on Environmental Quality's guidelines provide for the protection of all public land resources and the environment, as well as reclamation of land during and after exploration, development, surface mining and on-site processing of minerals and mineral materials. They apply to permits, leases, or contracts issued under various Mineral Leasing Acts and the Materials Act of 1947. The implementing instructions also cover oil and gas leases.

About 15% of the public domain is under mineral exploration and lease; this is expanding at a 3% rate annually. Based on this trend, projections indicate that by the end of FY 1972, there will be outstanding on public lands about 106,000 permits and leases embracing 69 million acres. Coal activity is expected to increase rapidly as industry develops economical coal conversion and gasification techniques. Futhermore, anticipated development of oil shale and geothermal steam resources will also increase the mineral leasing workload.

All new permits will require detailed technical examination for surface protection, rehabilitation, and other environmental aspects.

The proposed program, involving ten new permanent positions, is a continuation of the modest initial effort begun in FY 1972. The additional increase will help to provide the nucleus of a multi-resource team at the BLM's State Offices in New Mexico, Utah, Colorado, Wyoming and Montana to conduct the necessary technical examinations. This approach will be expanded to other State Offices and subordinate levels (BLM District Offices) depending on the magnitude of the surface protection problems as well as the types of surface resources affected by mineral activities.

By the end of FY 1973, it is anticipated that minimum acceptable technical and compliance examinations will be initiated on each new permit lease contract area. During FY 1973, an estimated 8,000 cases will be involved affecting about 7 million acres. Environmental analysis will be prepared on a case by case basis. The program goal by the end of FY 1977 is to provide sufficient capability so that all cases will be receiving comprehensive technical and compliance examinations. By FY 1977, an estimated 14,000 permits, leases and contracts annually, covering an estimated 14 million acres, will be affected by the surface protection program.

This program must be undertaken if we plan to avoid the abuse of the past where our mistakes have been etched in scarred and unproductive lands stretching from Appalachia to California to Alaska.

(3) Eastern States Land Office Records Improvement, $125,000: Title to lands in Alabama, Arkansas, Florida, Illinois, Iowa, Louisiana, Michigan, Minnesota, Mississippi, Ohio, and Wisconsin trace back to the United States patents which are maintained in the Bureau's Eastern States Land Office. Many of these patent records are over 100 years old and are deteriorating rapidly from constant use and handling. Since documents are arranged on a chronological basis by state or land office, and by volume and page, locating one patent out of some 3½ million documents is often a tedious and time consuming exercise. The demand for patent copies of these records amounts to about 35 to 50 public and other Federal agency requests daily. An additional 10-20 visits are made each day for examination of records.

The FY 1972 increase is part of a two-year program which will microfilm the existing records to insure their preservation and will establish an indexing system by legal sub-division for more efficient processing of public inquiries and related services. Projected at a total cost of $250,000, this program will be undertaken by contract. It will permit the retirement of the original patent volumes to the National Archives with savings of approximately 2,500 sq. ft. of office space costing $7,000 per annum. It will also save an estimated five-man years at $50,000 per annum in information retrieval and public services, will preserve these records which are vital to land titles in the twelve affected states and will provide faster and improved service to the public and other governmental agencies.

(4) Alaska Native Claims, $2,100,000: This program is a vital part of full and effective implementation of the Alaska Native Claims Settlement Act. It seeks to insure a prompt and equitable settlement of Native land claims as well as the protection of public values in this State.

The Alaska Native Claims Settlement Act (P.L. 92-203) states that, "Congress finds and declares that... the settlement should be accomplished rapidly, with

certainty, in conformity with the real economic and social needs of the natives in decisions affecting their rights and property...". Implementation requires that various land and mineral management functions be undertaken immediately. More specifically, the law sets short time frames for several actions, such as the withdrawal of up to eighty million acres within nine months of the date of enactment for "National interest areas" and four years for completion of 40 million acres of Native selections.

The proposed program in 1973 is for a comprehensive lands and minerals effort which will be primarily directed toward the following activities as specified in the legislation:

a. Land withdrawals and land title record notations which must be processed within 9 months of the date of enactment to withdraw up to 80 million acres for national interest areas. Every six months thereafter for two years, a report to Congress on the location, size and values of lands so withdrawn is required. Withdrawal of up to 2 million acres of special interest areas, e.g. native cemetries, etc. is also required.

b. Adjudication of applications and conflicting claims - this includes the necessary field examinations to collect the data needed to adjudicate the case or claim. In addition to the applications filed by the Native Villages and Regional Corporations for 40 million acres within the next four years, there are currently pending 8,500 native allotment applications covering approximately 1,360,000 acres, 1,300 state selection applications involving approximately 8,300,000 acres, 4,500 applications filed under other public land laws, and approximately 55,000 mining claims covering as much as 8.8 million acres.

c. Classification or reclassification and opening to entry of any lands withdrawn.

d. Patent issuance on qualified entries. Of particular significance is the fact that all conveyances made pursuant to the Act are subject to valid existing rights. This requires field examinations and investigations to determine any existing valid rights.

e. Development of input to the Joint Planning Commission.

f. Development of an annual report to Congress.

g. Finalization of Regional Corporation boundaries.

Efforts will also be directed toward finalization of regulations implementing the Act, development of land classification procedures, participation with the Bureau of Indian Affairs in conducting orientation meetings with Natives and in village eligibility review, and training of personnel, particularly Natives, for field examination work.

$~~8~~400,000 is included for rental of aircraft and helicopters to transport personnel throughout Alaska both for coordination efforts with Village Corporations and for required lands field examinations, since Alaska has a very limited ground transportation system.

$1,000,000 is proposed in FY 1973 for cadastral surveys associated with

with implementation of the Alaska Native Claims Settlement Act and is discussed under the Cadastral Survey activity.

(5) Termination of Missouri River Basin Program, -$100,000: A land inventory and classification program initiated in 1947 for 20 million acres in the Missouri River Basin has been essentially completed. The results have been recorded in a 36 report series, and a final summary will be completed in FY 1972. The termination of this portion of the Missouri River Basin project does not change the requirements for a continuing Cadastral survey program in support of water resources development.

(6) Employee Compensation Payments, $101,000: Under the Federal Employees Compensation Act, employees or members of their families are compensated for job related injury or death. The increase is based upon the Labor Department's annual voucher and statement of amounts expended during FY 1971. The increase of $101,000 does not reflect a dramatic increase in the frequency, occurrence or severity of accidental injuries sustained by BLM employees. It results, instead, from a combination of accident frequency, higher salary rates upon which to base payments and a significant increase in medical care costs.

(7) Public Land Fire Protection, $1,352,000: The BLM's fire protection program is based upon a Normal Year Fire Plan which is intended to provide an acceptable level of wildfire protection for natural resources, improvements, rare or unique features and critical environmental values. It seeks to minimize public losses due to wildfire by reducing the average acreage burn to 325,000 acres per year.

The Bureau of Land Management is responsible for the protection of about 400 million acres of public land from wildfires. Through agreements with other agencies, both Federal and non-federal, the Bureau also plays an important role in the protection of an additional 50 million acres under other ownerships.

Uncontrolled wildfires on all land under Bureau protection have resulted in over 1.3 million acres per year burned and an average resource value loss of $21 million per year over the last 5 years.

Under present arrangements, the funds and manpower available for fire protection are limited until fire emergencies exist. Under this situation it is not possible to recruit, train, and organize crews in time to properly meet the emergency conditions. Furthermore, such activities detract from actual firefighting functions as they have to be carried out concurrently with the firefighting efforts. In addition, contracting for equipment and supplies during an emergency inevitably places the government at a financial and use priority disadvantage. These factors result in many fires becoming large before effective suppression action begins, which in turn contributes to high fire suppression costs and resource losses.

Because of the tremendous cost and environmental destruction by wildfires, a Bureau study was initiated which resulted in the development of a Bureau-wide Normal Year Fire Plan to achieve adequate levels of protection commensurate with the public values subject to damage. The Normal Year Fire Plan is intended to achieve the Bureau's fire protection objectives and at the same time eliminate the current imbalance between preparation for fire control (presuppression) and the subsequent emergency phase of actual fire suppression. It is expected over a period of time this can be accomplished without increasing overall fire control costs as a result of offsetting reductions in emergency fire control expenditures.

Components of the Bureau's fire protection program together with specific Normal Year Fire Plan goals when the program is fully implemented are as follows:

a. Presuppression (Initial Attack) - To improve the capability to detect, attack and hold at least nine out of ten fires to a burned acreage of ten or less. This goal is currently being met by the United States Forest Service and the National Park Service.

b. Prevention - To improve prevention activities by all feasible means, including maximum use of existing fire prevention programs, upgrading fire trespass investigations, and other steps to keep the number of man-caused fires at a reduced level despite increasing use of the public lands.

c. Fire Support - To provide an overhead and support capability sufficient to effectively combat the 1 out of 10 fires not immediately controlled. The present Boise Interagency Fire Center support capability to fully handle about 2½ simultaneous project fires is to be increased to a level of five simultaneous fires.

d. Contract Presuppression and Suppression - To upgrade the quality and supervision of contracts for the protection of Bureau-administered lands where analysis indicates that such arrangements provide adequate protection at least cost.

e. New Fire Control Techniques - To develop new and more efficient fire control methods, find ways to reduce fire danger, and lessen the severity of on-going fires. This will include trial weather modification techniques, infra-red fire detection systems, new firefighting organizational arrangements, and use of new equipment and control techniques.

The proposed FY 1973 increase of $952,000 with 9 new permanent positions continues the effort begun in FY 1972 to improve the fire protection given BLM lands to the level determined proper through the planning process. It consists of the following items:

1.	Provisions to meet increased Contract Fire Protection costs in Oregon	$5,000
2.	Additional permanent fire control personnel	115,000
3.	Seasonal firefighters and fire support teams	280,000
4.	Replacement of worn-out or obsolete equipment and purchase of new initial attack equipment	552,000
	Total	$952,000

In addition to the above, the FY 1973 budget includes the annualization of a pending FY 1972 Supplemental to meet our share of contract protection for lands under protection with the State of California and to improve initial attack preparedness in California. Consisting of $400,000 and ten additional positions, this item when combined with proposed increases above, results in a

total increase of $1,352,000 and 19 permanent positions.

These program features will result in a better mix between presuppression and emergency firefighting funds with greatly improved initial attack and fire support capability. The tangible benefits to be realized from this program are expressed in terms of resource losses prevented. At full implementation, it is estimated that over 500,000 acres will be saved from burning annually. The resource values thus saved each year are estimated to be about $6,000,000. The expectation is that over a period of years the total costs of fire protection will not change materially from the average of the past several years. In addition to the tangible values saved, the public will realize several intangible values:

- a significant reduction of aesthetic degradation
- reduction of air traffic delays due to "smoke-outs"
- reduction of water pollution from ash and soil erosion
- preservation of wildlife and wildlife habitat
- less disruption of other vital public services resulting when manpower from on-going programs is diverted to fight fires.

Other administrative benefits will accrue in the form of:

- better support for interagency fire suppression programs
- a significant reduction of delay or loss of accomplishment of other programs due to diversion of manpower to firefighting.
- reduced disruption or loss of local use and management programs due to resources destruction by fire

(8) Public Land Inventory & Planning & Environmental Analysis, $2,120,000: The objective of this program is to assure that the public lands are managed so as to make the most effective contribution in meeting National and regional needs. This is best accomplished by developing a sound planning base for use in making public land management decisions.

Pressures on the public lands to help meet the resource requirements of emerging National goals, such as housing, recreation, and land use, within the constraints of environmental protection are accelerating. If public land management is to meet the requirements of this decade and the remaining years of this century, we must accelerate and intensify our efforts to compile the necessary inventory and planning information to support intensified utilization of the public lands and resources and to take into full account of the environmental impact of our actions.

The growing demands for the wide variety of public land resources are forcing immediate land and resource use decisions. Many decisions are irreversible and are being made without benefit of interdisciplinary multiple use-environmental analyses to determine conflicts and alternative uses. Public awareness, coupled with accelerating resource demands and environmental concerns accentuate the need for sound public land use decisions. Thus, unless we accelerate our multiple use planning capability, many important and perhaps irreversible land use deci-

sions that have adverse impact on the environment will continue to be made on behalf of a single resource without adequate consideration of all public values. Environmental impacts and the influence of particular resource uses upon all other resources will become a vital factor in all future land management decisions. This requires a substantially improved data base about the physical resource and projected demands for public land goods and services.

Passage of the National Environmental Policy Act coupled with increasing public awareness of environmental matters are having a significant impact on the Bureau's resource management responsibilities.

One of the major objectives of the Bureau's planning system is to develop and utilize environmental information to comply with the spirit and objectives of the National Environmental Policy Act, Executive Orders and other appropriate legislation and regulations.

In an effort to help maximize future net public benefits from public land management and disposition, the BLM has developed a planning system for the public lands and resources which involves a comprehensive evaluation of all possible uses on the public lands and a synthesis of the mix of uses which is most responsive to public demands and national goals. This planning system is composed of two distinct processes:

Management Framework Plans (MFP's):

MFP's are multiple use plans prepared for distinct geographic areas of which 783 have been established for the public lands. Consisting of policy and guidance for resource management, a profile of socioeconomic conditions and a physical inventory of the available and potential resources, the MFP identifies and resolves conflicts between competing resource activities. Public participation in the development of MFP's is a vital part of this process to insure that plans for the public lands are responsive to and properly integrated with other local, state and regional plans.

Activity Plans:

Plans for management of individual resources such as lands, minerals, timber, forage, recreation, etc. are then prepared within the concept of the MFP so that utilization programs can be implemented effectively to meet public needs for the services and commodities of the public lands.

Acceleration of both management framework planning and activity planning is urgently required to meet growing use pressures. Specifically, BLM must:

a. Complete management framework plans for 125 planning units and 22.3 million acres of public lands in the Western states and 3 planning units covering 49.3 million acres in Alaska in 1973. Priority will be given to planning on special areas where critical management decisions must be made within five-years.

b. Complete all management framework plans on the public lands by 1977 covering 756 planning units and 172 million acres in the western States.

c. Complete activity plans on selected acreage at a rate and pattern to allow public land management to fully meet national objectives.

Priority will be given to areas in which management decisions must be made within 5 years and to the special considerations inherent in the management of various public land activities.

The Bureau will have developed, by the end of FY 1972, management framework plans on approximately 16% of the total 428 million acres which must eventually be covered by MFP's. Accordingly, the acceleration of MFP's has been given highest priority. The increases proposed for FY 1973 will be directed toward the development of comprehensive MFP's in special areas where decisions concerning land and resource uses are imminent. These areas scheduled for additional emphasis in FY 1973 include:

1.	Oil Shale Regions of Utah, Wyoming, Colorado	$435,000
2.	Proposed National Scenic Area in the Wrangell Mtns., Alaska	100,000
3.	King Range National Resource Conservation Area in Northern California (includes MFP and activity planning)	235,000
4.	Proposed California Desert National Conservation Area	350,000
5.	In addition to the above special areas, critically deficient Bureau-wide inputs for lands, minerals, forestry, recreation and wildlife have been included in the proposed program to insure that these resources are given proper consideration in the Bureau's present and future land and resource use decisions. A portion of these inputs will be used to support urgently needed development plans for Geothermal Steam and coal resources.	1,000,000
	Total	$2,120,000

A more informed and active user public places a greater demand on the Bureau for both management services and environmental protection.

Management Framework Plans are developed with full public participation and provide a basis for not only land and resource use but for educating the public on the impacts of a decision upon all public land values including the environment.

National attention was focused on the public lands and the need for planning their wise use in the President's Message on February 8, 1971, to Congress on the Environment. If these lands are to fully support established or emerging National goals for housing, recreation and environmental protection and BLM actions are to be compatible with the proposed National Land Policy Act which requires coordination between Federal and State land use plans, we must move aggressively to inventory and plan for the utilization and preservation of public land resources. The final result will maximize the net public benefits from this Federal estate.

(9) Manpower Reduction Program, $1,753,000: The President announced on August 15, 1971 a government-wide program to reduce manpower and related costs as part of the administrations' anti-inflationary efforts. This program is being implemented as a 5% rollback in permanent and temporary employment. The impact of this reduction in FY 1972 is carried into FY 1973. Using normal attrition in the permanent work force as the primary means to effect this reduction of personnel and related salary costs, the distribution of the dollar savings as presented in this budget reflects our best estimate of the impact upon the various activities and sub-activities. The savings allocated against Resource Management, Conservation and Protection amount to $1,753,000 which is applied as an offset, partially against the base program and also against pending increases as proposed herein.

Program of Continuing Work

This activity provides for all of the Bureau's resource management functions as distinguished from certain technical support activities such as cadastral survey and facility and road construction. Overall emphasis is placed on interdisciplinary management of the public lands under the multiple-use philosophy.

To achieve this objective, each of the Bureau's Districts is divided into areas managed by an Area Manager. Specialists in the management of each resource, such as foresters, range conservationists, and mining engineers are available to assist the Area Managers and District Managers in achieving program goals for each resource. The continuing work program for each subactivity is discussed below:

Lands and Minerals Management: This program represents the consolidation of the functions of the former Title, Lease and Records Service, Records improvement, and Land Classification and Mineral Examination subactivities. This consolidation increases efficiency of operation and promotes more orderly administration of the Lands and Minerals Management Program.

During fiscal year 1973, the program will provide public services, maintain public records in the land offices, provide public land status and information about the public land and mineral laws, and process lands and minerals applications for other Federal agencies, state and local governments, and private individuals. These activities include field examination, classification, issuance of land use decisions, leases, permits, and rights-of-way.

The minerals portion of the program is oriented toward the orderly and timely development of the non-renewable resources on both Public Domain and the Federal Outer Continental Shelf. This is accomplished through disposal of mineral resources by patents, by mineral leasing and by mineral material sales including free-use permits to governmental agencies. Regulations providing for protection of the land surface during extraction and exploration are implemented to ensure the safeguarding of the public interest and protection of the environment. In addition to the Outer Continental Shelf leasing program, increased interest and activity is anticipated in the development of oil shale, coal, and geothermal steam.

Records improvement work will be continued. This includes construction of new land status records in each State Office to replace originals that have become worn or illegible through age and use as well as a system for the preservation of field survey notes.

During Fiscal Year 1971 a total of 75,000 cases requiring title, lease, or records service were processed. In addition, a total of 13,400 cases requiring

lands or minerals examination were processed, 4,752,000 acres of Public Domain were classified for retention for multiple use management, and 481,000 acres were classified for ultimate disposition.

The Fiscal Year 1972 workload will include 74,000 cases requiring title, lease, or records service, and 20,000 cases requiring lands and minerals examination. Over 226,000 acres are planned for classification for ultimate disposal. The increase of approximately 6,000 field examination cases over Fiscal Year 1971 is due primarily to increased oil shale activities in Colorado.

With the exception of the Alaska Native Claims Settlement program, the Fiscal Year 1973 workload is expected to remain approximately the same as FY 1972.

Range Management: Rangeland management is the application of current range technology in the management of vegetation to: (1) increase production of favorable plant species for domestic livestock and wildlife; (2) improve soil stability; and (3) enhance environmental quality.

The intensive management required to achieve the desired vegetative cover and composition is accomplished through allotment management plans (AMP's). The AMP is developed in cooperation with the livestock operator and designed to accommodate the growth requirements of key plant species. Under this program, management objectives have been realized at an increasing rate. Success of the program is indicated by the backlog of over 500 firm requests by livestock permittees for intensive management plans as of June 30, 1971.

Accomplishments to date and an estimate of total AMP requirements follows:

Allotment Management Plans

Plans Implemented 6/30/71		Estimated Total Plan Requirements	
Plans	Acres	Plans	Acres
887	25,273,000	8,300	133,000,000

An estimated 75 - 100 AMP's will be completed during FY 1972.

Plans Completed -- Not Implemented 6/30/71	
Plans	Acres
204	8,300,000

The preparation, supervision, and evaluation of AMP's and supervision of areas not yet included in a management plan are major work requirements in this activity.

Additional workload includes maintenance of appropriate use records and issuing 26,000 permits and leases annually. This workload presently requires approximately 56 percent of the total manpower in the range management activity. About 3.6 million cattle and horses and 5.9 million sheep and goats graze on public lands in the western States and Alaska plus 23 thousand reindeer in Alaska. Annual forage consumption by livestock from BLM lands is about 13.6 million animal unit months (AUM's).

The following table indicates the condition class and trend of BLM managed grazing lands. The 24 million acres on which the condition class is improving consists largely of areas where AMP's have been implemented.

Grazing Lands
Condition Class and Trend

	Million Acres	% of Total
A. Condition Class		
Excellent	1.6	1
Good	24.0	15
Fair	84.8	53
Poor	41.6	26
Bad	8.0	5
Total	160.0	100
B. Trend		
Improving	24.0	15
Static/Indefinite	113.6	71
Declining	22.4	14
Total	160.0	100

Forestry: This program includes forest management in western Oregon and forest management and development on the Public Domain. The goal of the program is to manage forest lands to provide a permanent supply of timber and other forest values on a sustained yield and multiple-use basis to meet the needs of future generations. The program also provides for restoration and treatment of denuded commercial forest sites which have high productive potential.

Forest Management - western Oregon - The program provides direct employment for approximately 10,000 people in the private sector and supplies 17 - 20 percent of the log volume used annually in western Oregon.

The following table shows volumes, sales prices and receipts in western Oregon for FY 1969 through FY 1971 and current estimates for FY 1972 and FY 1973. These include Oregon and California Grant Lands, Coos Bay Wagon Road Lands, and western Oregon Public Domain timber volumes.

BLM Sales			Receipts	
FY	Million Board Feet	Sales Price a/	BLM	Forest Service
1969	1,093 b/	$79,447,000	$61,268,000	$6,724,000
1970	1,662	82,101,000	52,531,000	10,367,000
1971	1,235	51,913,000	60,350,000	8,274,000
1972*	1,275	57,400,000	71,000,000	10,000,000
1973*	1,225	61,400,000	61,640,000	9,360,000

*Estimates

a/ Receipts vary because payments are made on cutting schedules, not at the time timber is purchased (see the table below).

b/ Because of a rapid decline of timber prices at the end of FY 1969, 189 million board feet went "No Bid" and 69 million board feet was withdrawn.

The following tabulation shows the source of timber sales receipts by type of lands:

FY	O&C Land a/	Coos Bay Wagon Road Land	western Oregon Public Domain	Total
1969	$64,233,000	$1,941,000	$1,818,000	$67,992,000
1970	58,804,000	2,642,000	1,452,000	62,898,000
1971	63,734,000	2,616,000	2,274,000	68,624,000
1972*	76,000,000	2,500,000	2,500,000	81,000,000
1973*	66,800,000	2,200,000	2,000,000	71,000,000

*Estimates

a/ Includes Forest Service receipts.

Forest Management - Public Domain: In FY 1973, sales totaling 85 million board feet will be concentrated mainly in California, Colorado, Idaho, Montana, eastern Oregon, Wyoming and Washington, since these states have the best potential for development of commercial forest lands. In the remaining states, forest management will continue at a protective level, yet on which allows meeting the current demand for forest products.

Because of the environmental impact which forest lands have on clean air, water production, wood fibers, wildlife habitat, recreational experiences, and other public values, environmental aspects of timber production are receiving greater consideration in forest management programs. As part of an intensive management program, a complete inventory of the public forest lands in Montana, Idaho, California, Colorado, Wyoming and New Mexico is scheduled for completion in 1975.

Actual FY 1969 through FY 1971 and estimated FY 1972 and FY 1973 volumes sales prices, and receipts for timber sold from Public Domain lands exclusive of Western Oregon are tabulated as follows:

FY	Thousand Board Feet	Sales Price	Receipts
1969	98,000	$3,436,000	$1,687,000
1970	125,000	2,568,000	2,121,000
1971	72,000	1,812,000	2,500,000
1972*	86,000	2,300,000	2,500,000
1973*	85,000	2,350,000	2,600,000

*Volume to be offered and estimated prices and receipts.

Forest Development - Public Domain: Early establishment of trees helps protect watersheds and the timber producing capacity of the land. Often, when tree reproduction is not re-established, undesirable brush species invade which provide no economic benefit, and increase fire hazards. The proposed level of financing will permit the reforestation of approximately 2,000 acres, site improvement on 1,000 acres and 770 acres of stand improvement.

Soil and Watershed Conservation: The Soil and watershed program has three primary objectives: (1) to determine condition and potential of watersheds by using trained personnel and systematic evaluation methods; (2) to protect and improve productivity of watersheds on the Public Lands; and (3) to establish and maintain acceptable standards of watershed management to control soil erosion and water yield. This program also provides technical data and capital investment in support of certain other resource management programs conducted on the Public Lands.

Land management and treatment practices are dependent upon knowledge of soil stability, water quality and quantity, and environmental considerations in determining the proper location and design of roads, location of rights-of-way, provisions for exploration, extraction, and rehabilitation of mineral deposits, timber harvesting, recreation use and development, wildlife habitat, and rehabilitation of watersheds damaged by fire, flood and other events. Support of these activities requires the watershed program to:

(1) Determine need and use of a sufficient supply of usable water to permit the long-term use, management and development of public land resources.

(2) Design and apply management practices to improve water quality, quantity, and timing of yield, and avoid pollution of water flowing through or from Public Lands.

(3) Manage watersheds which are a direct source of domestic water to provide a controlled yield and quality for the user.

(4) Rehabilitate damaged watersheds to restore stability, productivity and proper hydrologic function.

In areas denuded of vegetation, artificial revegation and other soil conserving practices are required to accomplish desired results. Control of gully, streambank, and streambed erosion often requires special stabilization structures, riprap, sloping, and vegetating eroded banks.

The control of soil erosion and water productivity will include various practices now being carried out such as water retention and detention dams, contour furrowing, vegetative manipulation, and weed and pest control practices that affect water quality and quantity.

Watershed conservation program accomplishments and needs are reflected in the following table.

CONSERVATION ACCOMPLISHMENTS AND NEEDS OF LANDS UNDER JURISDICTION
of the
BUREAU OF LAND MANAGEMENT

	Units	Inventory of Total Needs 1/	Accomplishments 2/ 1937 - 1971	Planned 1972	Planned 1973	Remaining Work
Water Control Structures..........	Cu. Yds.	242.602.300	29,604,403	450,000	518.000	212,029.897
Other Conservation Practices 3/....	Acres	19,125,900	3,055.846	11,800	11,800	16,046,454
Undesirable Plant Control.........	Acres	121,900	67,342	900	1,065	52,593
Revegetation......................	Acres	14,798.000	3,648.307	50.000	48,500	11,051,193
Water Developments................	Number	85,200	44,008	1,100	975	39,117

1/ Inventory of total needs was completed by the Bureau during 1964 and reflected the total needs of the public lands as then identified. The inventory amounts include those listed under "Accomplishments".

2/ Includes all sources; Soil & Watershed, Range Improvements, Fire Rehabilitation, P.L. 566, and Private.

3/ Includes contour trenches, pitting, furrowing, waterspreading, streambank protection, gully control, dune control, and deep tillage.

Fire Protection: Effective fire protection is dependent upon the early detection and timeliness of the initial attack. This requires adequate equipment and sufficient well-trained manpower to effect control of the fire and reduce damages.

In the past, fire protection activities for 400 million acres of public lands have suffered from inadequate equipment, lack of manpower and shortages of supplies. Fire suppression has also demanded personnel from other programs thus inhibiting planned accomplishments. To correct these deficiencies, the Bureau has completed, and is implementing, initial Normal Year Fire plans within the limits of available resources.

The Boise Interagency Fire Center is a specialized joint training and operational unit of the Bureau of Land Management, U.S. Forest Service, and the U.S. Weather Service. The Fire Center arranges backup suppression support consisting of fireline manpower, fire control overhead, and equipment for the Bureau, other Interior agencies, the U.S. Forest Service and certain State Governments on a reimbursable contract basis.

The Bureau is developing an active program to provide professionally trained personnel, an improved communications system and radio network, better fire control training, a modernized fire equipment pool, and a limited air operations program. Costs of equipment and operation of the Bureau's communications network are primarily financed by this subactivity; however, other subactivities share in these costs in proportion to the benefits received.

Recreation and Wildlife: The recreation management portion of this program is structured to provide the public with safe and enjoyable recreation experiences on the 167 million acres of public domain land that has been identified as having recreational potential. It is designed to accomplish this objective while providing for the preservation and protection of the environment. Actual and projected use of the public lands for outdoor recreation is as follows:

	Millions of Visitor Days		
	FY 1970 Actual	FY 1973 Estimate	FY 1977 Estimate
Intensive facility-oriented use	10.8	16.4	23.2
Extensive use..........................	27.7	38.6	51.8
Total................................	38.5	55.0	75.0

This program includes recreation site inventory and investigation and inventories of National systems such as wild rivers, trails and wilderness areas. Field examination, data collection, access need determination, interpretive work and program direction for both recreation planning and construction are included.

Detailed planning such as feasibility studies, impact studies and preliminary site investigations prior to design and construction will continue to be an important function of the recreation management program. This program will be coordinated with State, local and other Federal agencies' recreation programs in order to meet public demand, minimize conflicts and provide environmental contacts on the public recreation lands.

The demand for wildlife is increasing every year. Hunting and fishing on the public lands currently exceeds 10 million visitor days annually and is expected to reach 15 million days by 1980. Appreciative uses are presently estimated to exceed 7 million days annually and are expected to grow to over 11 million days in the same period.

The program primarily provides varieties of vegetation and stable supplies of clean water for wildlife and fish and is conducted in cooperation with State wildlife agencies and conservation organizations. It includes inventory, planning, and development programs.

Wildlife development work provides increased food, water and cover to aid in reproduction and survival. This is accomplished through water development, protective fencing, seeding and brush manipulation projects.

Fishery development is accomplished through streambank stabilization, stream clearance to assist anadromous fish migration and channel structures to provide essential spawning and fingerling habitat.

Fiscal Year 1973 Accomplishments will include:

(1) Development of 40 Wildlife management plans.

(2) Wildlife resource inventory and approximately 10 million acres.

(3) Natural revegetation through mechanical, chemical or burning treatment of approximately 600 acres.

(4) Artificial revegetation through treatment of approximately 1500 acres.

(5) Development of 650 acres of aquatic habit including aquatic habitat management plans.

(6) Water developments, including 150 reservoirs, springs, wells, catchments and supplemental water facilities.

(7) Construction of 32 miles of fences and enclosures for wildlife management and studies.

(8) Maintenance of approximately 100 water developments and 1300 acres of land treatments.

Alaska Pipeline Inspection: This subactivity was established specifically to account for cost of all activities associated with inspecting and monitoring the progress of the proposed Trans-Alaska oil pipeline. In accordance with Departmental policy and Congressional intent, the successful pipeline right-of-way applicant must reimburse the General Fund of the Treasury for those costs attributable to inspection and surveillance activities. These include this Bureau's costs as well as costs incurred by other agencies. Activities covered include those incident to issuance of the right-of-way and associated permits; enforcing construction and operation guidelines and stipulations; supervising actual construction; coordinating activities of all participating Federal agencies; evaluating overall environmental effects of pipeline and attendant facilities; and conducting environmental and resource impact studies as necessary. BLM has continued to prepare for the start of construction in the event a permit is issued.

Specific activities which have been undertaken in FY 1972 include fishery resource studies, testing the effects of surface pipelines on movement of caribou and reindeer, hydrologic studies for culvert and fish requirements, archeological field reconnaissance in areas where construction is to be performed, aerial photography for delineation of resource values and location of project associated work, materials and structures, reviewing and revising environmental stipulations, formulation and implementation of standard operating procedures for administration and field inspection, field review of proposed material sites, and development of an environmental impact statement. In addition, field surveillance of current authorized activity is continuing.

2. CADASTRAL SURVEY

Analysis by Subactivity

Subactivity	FY 1971 Amount Available	FY 1972 Adjusted Amount Available	FY 1973 Estimate	Increase (+) or Decrease (-) 1973 Compared with 1972	Page ref.
Alaska......................	$1,864,936	$2,263,000	$3,170,000	+$ 907,000	
Other States...............	3,891,039	4,719,000	4,630,000	- 89,000	
Total...................	5,755,975	6,982,000	7,800,000	+ 818,000	

Analysis of Change in Subactivities
by Program Feature
FY 1973 Compared with FY 1972

Subactivity	Program Features (a) Alaska Native Claims	Program Features (b) Man-Power Reduction Program	Net Change
Alaska......................	$1,000,000	-$ 93,000	+$ 907,000
Other States...............	-0-	89,000	- 89,000
Total...................	1,000,000	- 182,000	+ 818,000

2. Cadastral Survey: FY 1972, $6,982,000; FY 1973 $7,800,000; an increase of $818,000 This increase consists of the following:

Increase (+) or Decrease (-) Amount	Increase (+) or Decrease (-) Positions	Total Program	Total Positions	Explanation
(1) +$1,000,000	+30	$1,000,000	30	To implement the Alaska Native Claims Settlement Act (P.L. 92-203).
(2) - 182.000	--	182,000	--	Full Year cost savings related to 5% manpower reductions as initiated in FY 1972.
+ 818,000	+30	818,000	30	

Cost Factors Involved in Increase

(1) Twenty-six permanent man-years at an average annual cost of $10,600, $275,000; Eight man-years of temporary labor at an average cost of $9,300, $74,000; Travel, transportation of persons, and per diem at an average annual cost of $3,000, $202,000 (including $100,000 for aircraft rental); supplies, materials and equipment including hover sight helicopter and cubic autotape systems, $449,000.

(2) Manpower reduction program savings, salaries and benefits, $182,000.

Need for Increase:

(1) Alaska Native Claims, $1,000,000: $1,000,000 is proposed in FY 1973 for cadastral survey-work required in the implementation of the Alaska Native Claims Settlement Act. The Native claims program will ultimately request the survey of about 200,000 separate tracts and 40 million acres. Since there are special demands on cadastral surveyors that involve interpretation and application of survey and riparian law which are to be found only in the Bureau, training of personnel, including Alaska Natives, will be an important part of the FY 1973 effort. Through adequate training based on the needs of Alaskan cadastral surveys, the necessary expertise can be acquired.

As required by the Act, surveys will be conducted "on areas selected or designated for conveyance to Village Corporations... and areas selected or designated land occupied as a primary place of residence, as a primary place of business, and for other purposes, and any other land to be patented under this act."

The nature of the Alaskan terrain requires special cadastral techniques and equipment, such as hover-site helicopter survey and cubic autotape systems. A portion of the FY 1973 funds will be used to purchase equipment including one cubic autotape system, distance measuring equipment, radio communications equipment, calculators, etc.

In addition, $100,000 will be used for aircraft rental to transport personnel throughout Alaska for surveys; this is essential since no ground transportation system is available.

(2) Manpower Reduction Program $182,000: A full years' savings as a result of the President's FY 1972 5% manpower reduction program is reflected in this budget.

The savings allocated to Cadastral Survey amount to $182,000, portions of which have been applied to both the base program for FY 1973 as well as the pending increase.

Program of Continuing Work:

Cadastral survey is basic to all major resource programs and is the unique responsibility of BLM. It is needed for public land sales, exchanges and transfers; easement acquisitions; timber sales; rights-of-way actions; and land and timber trespass. The Bureau's cadastral effort has been relatively level since 1965 while population growth and, subsequent requests for western lands doubled the demand. Furthermore, the Forest Service Remonumentation Program and the need to establish National Park and Indian Reservation boundaries require considerable BLM effort.

The Cadastral program is operating on a demand basis, rather than on a well-planned survey schedule. This is inefficient and can lead to substantial public losses. Financial losses to the government occur because of doubtful old surveys, particularly in timber sales and trespasses.

Alaska: The Alaska Statehood Act granted Alaska 104 million acres of selection rights. In January 1969, Public Land Order 4582 withdrew all Alaskan lands from further selection pending settlement of Native Claims protests. At that time, the State had selected 25.6 million acres. The selected lands must be surveyed before patents can be issued. The Status of the state selection program as of June 30, 1971, is as follows:

Acres patented (Survey plats compiled and approved)	5.7 million
Patent issuance pending survey action	3.0 million
Field surveys completed, plats and records being prepared in office	9.7 million
Acres requiring field survey	7.2 million
Total acres selected to date	25.6 million

About 65 percent of Alaska's Cadastral Survey Program involves state selection work. The balance is devoted to special surveys to provide for title transfer under the various public land laws. These include native allotments and townsites, trade and manufacturing sites, etc., amounting to about 50,000 acres annually.

Over 345 million acres remain unsurveyed in Alaska and the recently enacted Native Claims Act will receive major attention in the Cadastral Survey Program.

Other States: Considerable benefits will accrue from improved survey. It is estimated that over $30 million from timber and land values will accrue in California and Oregon alone from an efficiently-operating survey program. Long term benefits include more efficient management, better public relations, and prevention of further revenue losses to the government.

Cadastral survey is fundamental to any land-use application. Lands Classified for disposal cannot be disposed of unless surveyed, and land designated for Federal retention cannot be properly managed unless definitely identified. Although only 110 million acres of the original public domain remain to be surveyed, much of the original survey was completed prior to 1910 and is deteriorating. Sixty-five percent of the base effort in FY 1972 will be directed to resurveying pre-1910 work and establishing corners which were never actually set, or permanently preserving decaying ones. Also, additional effort will be devoted to the growing need for oil and gas leasing maps on the Outer Continental Shelf.

A recent analysis of the intermediate survey needs in support of BLM resource management programs was conducted. Based upon foreseeable programs requiring cadastral support, land ownership patterns and condition of existing surveys (if known), the potential survey workload was established as follows:

	Miles of Survey	Number of Monuments	Man-years of Survey Effort
Known Survey Needs	349,000	668,000	24,526
Additional Survey Requirements depending upon condition of existing surveys	207,000	412,000	15,434
Total Potential Needs	556,000	1,080,000	39,960

3. FIREFIGHTING AND REHABILITATION

Analysis by Subactivity

Subactivity	FY 1971 Amount Available	FY 1972 Amount Available	FY 1973 Estimate	Increase (+) or Decrease (-) 1973 compared with 1972
Firefighting..	$20,274,387	$4,800,000	$9,400,000	+$4,600,000
Rehabilitation	440,000	600,000	600,000	-0-
Total.......	$20,714,387	$5,400,000[a/]	$10,000,000	+$4,600,000

a/ Does not include request of $15,000,000 in supplemental funds transmitted separately.

3. Firefighting and Rehabilitation: FY 1972, $5,400,000; FY 1973, $10,000,000; an increase of $4,600,000. The increase consists of the following:

Increase (+) or Decrease (-) Amount	Positions	Total Program	Total Positions	Explanation
+$4,600,000	--	$9,400,000	--	To bring annual fire-fighting appropriations more closely in line with average yearly costs.
+$4,600,000		$9,400,000		

Cost Factor Involved in Increase

Increase was derived from averaging actual firefighting costs over a period of four years.

Need for Increase:

(1) Firefighting, $4,600,000: The total amount requested reflects the average cost of actual fire suppression over a four-year period. The increase coupled with the $4,400,000 increase allowed in fiscal year 1972 will greatly reduce the need for cumbersome, time-consuming temporary transfers from other bureaus to finance fire fighting costs until a Supplemental appropriation is obtained. The increase is based on average fire fighting costs during the 1966-1969 period. Based on recent year's experience the increase will not eliminate the need for temporary use of other appropriations to cover fire costs, but barring an abnormally bad year such as that experienced in 1971 and 1972 it would substantially alleviate the need for administrative adjustments and subsequent supplemental appropriations.

The requested program level should provide an adequate program for a typical fire year; however, if more extensive damage occurs in a critical fire year the work will require supplemental funds.

Program of Continuing Work:

Funds will be used for emergency presuppression and suppression of fires originating on or jeopardizing the public lands.

The Bureau cooperates closely with other agencies in it's fire control efforts. Improved fire fighting techniques, equipment and materials are constantly being tested for adoption. The National Fire Danger Rating System, infra-red imagery for detection and mop-up, high altitude thunderstorm detection, air-drop of water and chemical fire retardants and the use of smokejumpers and aircraft are among the measures used to increase fire fighting effectiveness.

Salaries of permanent employees used for fire suppression on an emergency basis during regular duty hours are budgeted in normal program work hence are not included in this estimate.

The number of fires and false alarms reached an all-time high of 2,300 in 1971. However, the 1,540,000 acres burned was only about 20 percent above the previous five-year average.

Alaska: In 1971, there were a total of 580 fires burning 1,060,000 acres. At one time, more than 200 fires were burning simultaneously.

Lower 48 States: More than 1700 fires were reported in 1971 which burned approximately 480,000 acres. Idaho alone reported 330,000 acres burned and Montana and Oregon suffered above average losses.

Fire Rehabilitation: In this effort, the Bureau conducts emergency rehabilitation work in burned areas to reduce resource and economic losses. Without adequate and timely rehabilitation following wildfires, exposed soil is vulnerable to wind and water erosion causing stream pollution by silt and debris. Watersheds may be permanently damaged resulting in reduced water retention and production capability. Prompt protection of the soil mantle by restoration of the vegetal cover maintains productivity and retards invasion of undesirable vegetation.

The requested funding level should provide an adequate program for a typical fire year. However, if more extensive damage occurs in a critical fire year, supplemental funding may be required to adequately protect soil and water resources.

4. GENERAL ADMINISTRATION

Activity	FY 1971 Amount Available	FY 1972 Adjusted Amount Available	FY 1973 Estimate	Increase (+) or Decrease (-) 1973 Compared with 1972
General Administration	$2,507,153	$2,709,000	$2,800,000	+$ 91,000

4. General Administration: FY 1972, $2,709,000, FY 1973, $2,800,000; an increase of $91,000 . The increase consists of the following:

Increase (+) or Decrease (-) Amount	Positions	Total Program	Total Positions	Explanation
(1) +$247,000	--	$2,956,000	182	To meet increased administrative workload associated with expanded program activity.
(2) $-156,000	--	-156,000	--	Full year cost savings related to 5% manpower reductions initiated in FY 72.
$+ 91.000	--	$2,800,000	182	

Cost Factors Involved in Increase

(1) Supplies, materials and equipment, $150,000, additional computer time and operating expenses, $97,000.

(2) Manpower reduction program savings, salaries and benefits - $156,000.

Need for Increase:

(1) Increased administrative workload, $247,000: The Bureau's administrative capability has not kept pace with the expansion of the resource programs. While the resource programs have grown in manpower and responsibilities, the supporting administrative program has not been expanded within the past several years to keep pace with the added workload. The increase is required to finance increased utilization of automatic data processes; no additional personnel are involved. A portion of the increase will be used to finance development and conversion to a new common payroll-personnel automated system being developed in conjunction with the Bureau of Mines and the Bureau of Reclamation.

(2) Manpower Reduction Program - $156,000: A full year's savings as a result of the Presidents' FY 1972 five percent manpower reduction program is reflected in this budget.

The savings allocated to General administration amount to $156,000, portions of which have been applied to the base program for FY 1973 as well as the pending increase.

Program of Continuing Work:

The General administration activity includes the executive direction and administrative support functions consisting of financial management, personnel management, management analysis, procurement, and property management.

Emphasis is placed upon the use of automated systems to accomplish repetitious and routine support work such as payroll, maintenance of ledgers, accounts and equipment inventories, preparing monthly management reports, and maintaining current information on the progess of work programs and the status of operating budgets, and to provide management with necessary administrative support services. The objective is to provide adequate professional administrative support to all Bureau programs. Appropriations which receive common services from general administration will continue to be charged at the rate of five percent to the benefiting activity.

Management of Lands and Resources
Personnel Summary

	1971 Actual	1972 Estimate	1973 Estimate
Total number of permanent positions....	3,167	3,122	3,240
Full-time equivalent of other positions	1,309	628	760
Average number of all employees........	4,341	3,625	3,850
Average GS grade.....................	9.0	8.8	8.6
Average GS salary.....................	$12,532	$12,285	$11,998
Average salary of ungraded positions...	$ 9,660	$ 9,427	$ 9,427

ITEMIZATION OF ESTIMATE

Management of Lands and Resources

	Actual 1971	Estimate 1972	Estimate 1973	Increase (+) Decrease (-)
Program and Financing:				
Total obligations........	$81,706,513	$70,402,092	$81,187,000	$+10,784,908
Unobligated balance lapsing.................	1,663,192	306,000	---	- 306,000
Unobligated balance transferred to other accounts................	---	---	---	---
Transferred to other accounts................	690,295	411,908	---	- 411,908
Transferred from other accounts................	---	---	---	---
Appropriation...........	84,060,000	71,120,000	81,187,000	+10,067,000
Obligation by Objects:				
11.0 Personnel compensation...............	46,399,000	42,780,000	43,746,000	+ 966,000
12.1 Personnel benefits: Civilian employees...	4,633,000	4,273,000	4,345,000	+ 72,000
21.0 Travel and transportation of persons.	3,543,000	3,782,000	4,213,000	+ 431,000
22. Transportation of things...............	1,952,000	2,116,000	2,527,000	+ 411,000
23.0 Rent, communications, and utilities.	2,254,000	2,402,000	2,520,000	+ 118,000
24.0 Printing and reproduction..............	392,000	415,000	449,000	+ 34,000
25.0 Other services.......	10,713,513	10,071,092	12,764,000	+ 2,692,908
26.0 Supplies and materials............	10,625,000	3,166,000	7,895,000	+ 4,729,000
31.0 Equipment...........	1,115,000	1,430,000	2,771,000	+ 1,341,000
32.0 Lands and structures.	9,000	---	---	---
41.0 Grants, subsidies, & contributions......	2,000	---	---	---
42.0 Insurance claims and indemnities......	126,000	17,000	17,000	---
Subtotal............	81,763,513	70,452,092	81,247,000	+10,794,908
95.0 Quarters and subsistence charges.....	- 57,000	- 50,000	- 60,000	- 10,000
Total Obligations.........	81,706,513	70,402,092	81,187,000	+10,784,908

CONSTRUCTION
& MAINTENANCE

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Construction and Maintenance

Appropriation, 1972		$4,627,000
Unobligated balance from prior years		255,000
Total available for obligation		4,882,000
Decreases:		
Construction of buildings and recreation facilities	$1,991,000	
Maintenance of buildings, recreation facilities and roads	2,892,000	4,882,000
Subtotal		---
Increases:		
Construction of buildings and recreation facilities	4,710,000	
Maintenance of buildings and recreation facilities and access roads	3,393,000	
Total available for obligation		8,103,000
Less: Unobligated balance from FY 1972		-203,000
Budget Estimate, 1973		7,900,000

Construction and Maintenance
Analysis by Activities

		Fiscal Year 1973				
Activity	Amount Available 1972	Estimated Total Available	Unobligated Balance from 1972	Budget Estimate	Total Available 1973 compared to total available 1972	Page ref.
1. Construction......	$1,991,000	$4,710,000	-$130,000	$4,580,000	+$2,719,000	43
2. Maintenance.......	2,892,000	3,393,000	-73,000	3,320,000	+501,000	51
Total	4,882,000	8,103,000	- 203,000	7,900,000	+ 3,221,000	

1. CONSTRUCTION

Analysis of Change in Subactivities
by Program Feature
FY 1973 Compared with FY 1972
New Budget Authority

Subactivity	Program Feature (a) & (b) Construction and Related Services	 (c) Manpower Reduction Program	Net Change
Buildings	+$1,576,000	-$10,000	+$1,566,000
Recreation Facilities	+ 1,193,000	- 10,000	+ 1,183,000
Total	+ 2,769,000	- 20,000	+ 2,749,000

1. Construction: FY 1972, $1,831,000; FY 1973, $4,580,000; a $2,749,000 increase from the FY 1972 appropriation, exclusive of carryover funds. This program provides for the construction of (a) buildings and (b) recreation facilities.

(a) Building Construction - FY 1972 $370,000; FY 1973 $1,936,000, an increase of $1,566,000 exclusive of carryover funds. The FY 1973 Building Construction Program consists of the following items:

Location	Type of Building	Thru 1972 (000's)	Proposed 1973 (000's)
1. Roseburg, Ore.	District Office & Warehouse	--	$800
2. Las Vegas, Nev.	District Office & Warehouse	--	350
3. Alaska	Pollution Control at Administrative Facilities	22	182
4. Anchorage, Alas.	Aircraft Hangar (Survey & Design)		100
5. Boise Interagency Fire Center	Aircraft Taxi Ramp & Landscaping	--	205
6. Shoshone, Idaho	District Office	15	150
7. Miscellaneous Fire Control structures in Oregon, Nevada & Idaho		--	159
8. Savings resulting from employment reduction		--	- 10
Total		37	1,936

Inadequate provisions for building construction of the past several years have created a backlog of critical administrative and special purpose facility needs. A major portion of present BLM facilities are old, out-dated, make-do structures which are inefficient to operate from or maintain. New facilities must be provided in the immediate future so that the Bureau can effectively discharge its present and future land management and public service responsibilities. Many of

the communities in which construction is planned are characterized by underemployed economies. Thus, the proposed projects have the potential to stimulate employment in economically depressed areas as well as facilitating improvements in day-to-day BLM operations. A description of the projects proposed for FY 1973 follows:

1. Roseburg, Oregon, District Office and Warehouse

The Roseburg District is one of the larger BLM District Offices housing 96 permanent and about 20 temporary employees. The office is now located in a leased warehouse type structure which is wholly inadequate to serve District operations or related public services. BLM and GSA representatives have discussed the District's needs both for additional space and improvements in the present space with the lessor. The lessor indicates he will provide for these needs only at three times the current going rates. A survey of available space showed that other adequate Federal or private facilities are not available in Roseburg, Oregon. The lease on the present building will expire June 30, 1972.

A five-acre site zoned and suitable for the proposed office and warehouse is available on the Roseburg Veterans' Hospital grounds. In addition to the requirements for office space, warehouse space is required for cold storage of seedlings, a shop, general storage of equipment and non-flammable materials; and a room is needed for drying and storing field clothing. Also required is a separate building for storage of flammable material and automotive oil and gas facilities.

2. Las Vegas, Nevada District Office and Warehouse

At the present time the Las Vegas Office is located in an old Post Office building. The space provided is crowded and unsatisfactory for the Bureau's type of operation. The equipment and supply yard is separate from the present facilities; this causes much delay and inefficiency. Use of the old Federal building in downtown Las Vegas provides a temporary expedient. However, available space is too limited, is not adaptable to field operations and would continue to divide the District's operations between a downtown office and an outlying equipment yard and storage area. A site has been acquired which has the necessary fencing, backfilling, leveling, and installation of trunkline utilities for water and sewer services. The street is paved, gutters and curbs have been installed and electric power is available. Total construction costs are estimated at $350,000.

3. Pollution Control, Alaska

Administrative sites at McGrath, Tanacross, Delta and Glennallen, Alaska, do not have adequate sewage treatment facilities. To comply with the requirements of Executive Order 11507, construction of adequate sewage treatment facilities must be initiated in FY 1973 at an estimated cost of $182 thousand. During high fire danger or when fires occur and large numbers of firefighters are needed, expedients such as outdoor showers, privies, and soaking pits are used to dispose of sewage material. These measures are grossly inadequate and result in pollution of both ground and surface water supplies.

The McGrath site presently has a septic tank and drainfield which overflows during the summer, allowing sewage to filter into ground water. Survey and design and construction of a treatment facility and drainage field of adequate capacity to handle peak manning requirements will cost an estimated $66,000.

At Tanacross, sewage is filtering into ground water. Survey and design and construction of a treatment facility and drainage field of adequate capacity to handle peak manning requirements will cost an estimated $66,000.

The remaining funds will be used for the survey and design of sewage treatment facilities at Delta and Glennallen, for future construction.

4. Survey and Design of Anchorage Hangar

An amount of $100,000 for the survey and design of a hangar at Anchorage, Alaska, is proposed in FY 1973. This facility is needed for the protection and maintenance of approximately 10 BLM aircraft and from ten to fifteen leased aircraft.

The vast acreage and lack of roads in Alaska require the use of aircraft as the principal means of transportation. Current air operations are now divided between Merrill Field, site of the present hangar, International Airport, and Campbell airstrips. BLM aircraft are based at Merrill Field and contract aircraft at International Airport. Traffic at Merrill is reserved for light aircraft, but BLM's heavy planes have special permission to use the field, a privilege which will be withdrawn as use of the field substantially increases.

The rental agreement on the present hangar expires in November, 1973, and we have been advised that it will not be renewed after November, 1975. Two GSA surveys failed to identify any suitable alternative hangar space in Anchorage.

Construction of a BLM owned hangar at Campbell Field, site of the Anchorage District Office and warehouse, would consolidate all air operations and greatly improve operational efficiency particularly during periods of emergency firefighting efforts with substantial savings.

5. Boise Interagency Fire Center (BIFC)

The proposed level of $205,000 will provide for construction of an aircraft parking and taxi ramp and landscaping needed to complete the existing facilities at the Fire Center. The aircraft ramp is needed for access to the crew and equipment loading areas of the center. The aircraft parking area will replace a like facility belonging to the Idaho National Guard which is being withdrawn from use by other than military aircraft.

6. Shoshone District Office

The Shoshone District has administrative responsibility for multiple-use management and protection of about 2 million acres of Federal land. This facility must accommodate 21 permanent and, during the fire season, up to 75 temporary employees, excluding emergency firefighters.

The present office, originally built by the CCC's as a warehouse, is poorly arranged and overcrowded. Other suitable GSA or private office space is not available. The new facilities will be constructed on approximately five acres of land owned by the Bureau on the southwest edge of Shoshone, Idaho.

The $150,000 is to be used for the first phase and will provide for limited site development, required utilities and for the survey and design and construction of a new administrative office. Provisions for a warehouse, fire control and maintenance buildings and other related facilities will be made over a subsequent two year period.

7. Miscellaneous Fire Control Structures

Idaho Radio Repeater Buildings - will give protection to radio facilities needed to cover additional high fire danger areas in the Boise, Idaho Falls and Salmon Districts. Each of four buildings will cost an estimated $5,000. The additional radio coverage is required in connection with identified wildfire suppression and prevention programs. It will also contribute to management, control and employee safety.

Elko Fire Retardant Center - The Bureau's present fire retardant plant and aircraft dispatch and pilots' ready room are creating safety hazards and interfere with planned development of the Elko city airport. The city has requested that they be moved to a more suitable location at the other end of the airport.

The dispatch facilities are old and were originally a collection of patched-up-make-do facilities. The $75,000 increase will be used to move the batch plant, construct a new pilots' ready room and aircraft dispatch center and a small taxi and parking ramp.

Under a cooperative agreement, in addition to its own fires, BLM supplies fire retardant slurry and dispatch services for emergency fire suppression on Forest Service and State of Nevada fires in northern Nevada from the Elko base.

Oregon Fire Control Facilities - $64,000 is requested to build a radio storage and repair facility at Lakeview and survey and design a communication and dispatch center at Vale, fire control stations at Jordan Valley, Bend and Brimwell and a lookout on Lookout Mtn. These facilities are needed to properly house and protect the personnel and equipment required in connection with the Bureau's fire control needs in eastern Oregon.

Based upon Department of Commerce studies of public works projects, it is estimated that the building construction program proposed above will provide 530 new on and off-site jobs.

8. Employment Reduction Savings

Savings of $10,000 resulting from the employment reduction program are reflected in the building construction estimate.

(b) Recreation Facility Construction - FY 1972, $1,461,000; FY 1973 $2,644,000 an increase of $1,183,000, exclusive of carryover funds. The proposed acceleration of recreation construction is required to help reduce the imbalance between the actual use of the public lands for outdoor recreation and the number of facilities available to accommodate this use.

The Bureau's FY 1972 projection of 3,370 family units with a one-time use (OTU) capacity of 15,170 will accommodate only about 1.8 million visitor days per year. This is only 12% of the total 1972 estimated visitor use of 14.8 million visitor days which was specifically directed to intensive, facility-oriented use. Based on past recreation use trends, it is conservatively estimated that by 1978 the public lands will attract 25 million visitor days of intensive, facility-oriented use. To accommodate this demand will require another 40,000 family units with 180,000 OTU capacity.

Without basic recreation facilities, the land surface is abused, streams are polluted, trash is scattered, wildfires result from fires built in hazardous areas, and lack of sanitation facilities creates hazards to health. Unless steps are taken to provide new facilities and correct present sanitation and health problems, the sanitation and protection problems of the public lands will grow to unmanageable proportions.

The proposed FY 1973 construction program represents the most critical areas to help alleviate unaccommodated visitor use and achieve improved management of the overall recreation resources. A major effort is oriented to accommodation of demand near urban population centers. The total programs shown in the table on the next page.

Recreation Construction, FY 1973
Projects
(Exclusive of Carryover Funds)

State	County	Project	Cost Estimate	Family Units	OTU Capacity
		Southern California Desert			
California	San Bernardino	Critical Desert Management	95,000 a/	--	---
	San Bernardino	Barstow Way Station	300,000	--	231
		Sanitation Improvements at Existing Sites			
Alaska	Statewide	Pollution Control at 7 sites in Alaska	123,000	--	---
Oregon	Statewide	Pollution Control	100,000	--	---
		Other Public Land Developments			
Alaska		Tangle Lakes	197,000	25	100
		Cripple Creek	77,000	22	88
Arizona California	Mohave Imperial	Lower Colorado River Complex	387,000	370	3088
Idaho	Twin Falls	Salmon Dam	93,000	42	383
Montana	Lewis & Clark	Holter Lake	160,000	20	170
New Mexico	Rio Arriba	Rio Grande	154,000 a/	--	---
Utah	Juab	Little Sahara	222,000	52	2,400
	Tooele	Pony Express	46,000	12	200
		Red Rocks Complex			
Nevada	Clark	Rocky Gap	146,000	30	120
		Group Facility	235,000	--	300
All States	Survey & Design of Future Sites		319,000	--	---
Manpower reduction program savings			10,000	--	---
Totals			2,644,000	573	7,080

a/ Limited to utilities hazard reduction, emergency sanitation and protection facilities and emergency protection of miscellaneous historical and archaeological sites.

Southern California Desert

The California Desert stretches 200 miles by 240 miles across the southern portion of California encompassing an area of 16 million acres of which 11 million acres are public lands. This area, located close to highly populated urban centers, received over 7 million visitors last year. The FY 1973 recreation construction program for the desert will consist of intensified recreation management in critical use areas and the survey, design and construction of a group use facility (way-station) near Barstow, California.

Construction of the Barstow Way Station will provide for the basic needs of the public land visitor and the administrative needs of the Barstow area. Development plans call for off-road parking, sanitary facilities including a trailer waste disposal station, drinking water and trash receptacles. A building with approximately 4,600 square feet of floor space will be constructed to provide interpretive material, hazard information, displays such as maps, regulations, etc., and BLM administrative or office space. At this facility, the public will be able to secure desert information and be exposed to an environmental conservation program on desert values.

The critical desert management program is located in various parts of the California Desert and will provide for the reduction of hazards, protection of archaeological, historical, scientific, and cultural sites, historic roads and trails and off-road vehicle use areas.

Sanitation Improvements at Existing Sites

A number of previously developed sites in Alaska and Oregon are characterized by a lack of potable water and inadequate pit-type toilet facilities. Use of open water sources has led to illness of campground visitors. This situation is aggravated by water pollution from the poorly constructed toilet facilities. The proposed program for FY 1973 will provide vault type toilets, water developments and sanitary dump areas at thirty-one separate campgrounds in Alaska and Oregon.

Other Public Land Developments

Tangle Lakes - Tangle Lakes has exceptional scenic quality. The area is alpine in character with scenic views available thru a full 360 degrees. Other attractions are fishing, boating and canoeing. Moose, bear, water-fowl and mountain sheep inhabit the area. This site is on the Denali Highway midway between Anchorage and Fairbanks and receives approximately 10,000 visitor days per year. Protection of environmental and archaeological values make development of this site essential. FY 1973 development plans include provisions for 25 family units, a water system, toilets, boat launch, parking area and foot trail construction.

Cripple Creek - This site is located along the Chatanika River, one of two clear-water rivers in the vicinity of Fairbanks. The site is 61 miles northwest of Fairbanks via the Steese Highway. Arctic Grayling are caught at this site and a full range of Alaska's big game, small game and scenery are available near here. This site will provide facilities for an estimated 20,000 visitor days use in an area that receives over 30,000 visitor days use each year.

The FY 1973 program will provide improved access, a well with pump, vault toilets with trailer dump stations, 16 trailer camp units, and 6 walk-in camp units.

Lower Colorado River - The Lower Colorado River is located in the center of a population triangle represented by the greater Los Angeles - San Diego areas of California, Phoenix, Arizona and Las Vegas, Nevada. With 265 miles of river, the region attracts over 5 million visitor days annually. Existing facilities are

grossly inadequate to accommodate the heavy influx of weekend and long term recreationists resulting in over-crowded and congested existing sites, inadequate sanitation, and contamination of the river and adjoining shores. The proposed FY 1973 program includes first phase construction of two campgrounds which will provide 370 picnic and camping units, interior roads and foot trails, parking facilities, water systems, toilets, and boat launching ramps. This development will accommodate approximately 1,100,000 visitor days per year; currently these areas receive 210,000 visitors per year.

Salmon Dam - The Salmon Falls Reservoir is a very productive fishery which is open to year-round use, including ice fishing and ice boating as well as the usual uses associated with water based recreation. The site is located ten miles west of U.S. 93 and Rogerson, Idaho, near the Salmon Falls Reservoir dam site.

The area within a 50 miles radius of the Salmon Dam site has an estimated need of facilities to accommodate 1,286,000 additional visitor days for water sports and fishing. The FY 1973 construction program includes internal campground roads, 27 campsites, 15 picnic sites, vault toilets, a water system,and improved external access to the campsite.

Holter Lake - This site, located within 40 miles of Helena and 60 miles of Great Falls, provides the only public access to Holter Lake. Holter Lake is excellent for fishing and boating activities. Upon completion, this site will receive approximately 19,000 visitor days per year. Development plans include 10 campsites, 10 picnic units, a water system, 4 vault toilets, boat docking facilities and soil stabilization.

Rio Grande - This development is designed for the public enjoyment of the Rio Grande National Wild River. This stretch of the Rio Grande was designated as an "instant" wild river by the Wild and Scenic Rivers Act. Just north of the Colorado New Mexico State line, the Rio Grande enters a deep gorge dissecting the lava flows. This gorge extends southward for some 70 miles. All improvements planned for construction are located along the rim of the gorge. Project visitation after project completion is estimated at 1,500,000 visitors per year. Current visitation is 500,000 visitors per year. Development plans in FY 1973 are limited to utilities, hazard reduction, emergency sanitation and protection facilities and emergency protection of miscellaneous historical and archaeological sites.

Little Sahara - The Little Sahara is located in Juab County, about a two hour drive from Salt Lake City and serves a population area of over one million people. There are over 23,500 acres of sand dunes being used for all types of recreation. Facilities are needed for an additional 75,000 visitor days use per year. FY 1973 construction program will include 37 shelters, 15 trailer campsites, toilets, parking lots, a water system, interior roads and foot trails, fencing of a playground area and an information center.

Pony Express - This development will help stabilize the existing remnants of seven Pony Express stations. It will also provide interpretation and camping facilities for the public enjoyment of these stations. The first station is within 40 miles of Salt Lake City. The others lay in a shallow curve south and west across Utah to near the Nevada line. After project completion visitation is estimated to be approximately 60,000 visitors per year. Current visitation is 30,000 visitors per year. The FY 1973 project development plans will also provide interpretive stations and protective measures at each Pony Express station, 12 campground sites, a comfort station,and campground signing and fencing.

Red Rocks Complex

This recreation complex is located approximately 15 miles from downtown Las Vegas and will serve a resident population of 300,000 people in a 40 mile radius. The current estimate is 600,000 visits to the area annually. Highest use of this

complex is in the winter months with 87% of the visitors being from the Las Vegas area. The two main attractions of the Red Rocks area are its proximity to Las Vegas and spectacular geologic formations. Short-term development goals include a visitor center, two campgrounds and a scenic drive. The proposed FY 73 program includes the first phase construction of the visitor center and the development of one campground.

The Red Rocks Visitor Center will be the major visitor control point in the complex. Future expansion will possibly include State of Nevada participation, but this would be limited to office space and exhibits. The visitor center will be designed to serve a four-way purpose:

1. To introduce the visitor to the area and provide him with information on the natural features of the area.

2. To provide the closest and most comprehensive interpretive area of natural history for the Las Vegas urban center.

3. To provide a multitude of visitor services to the users of the Red Rocks recreation lands and adjacent desert areas.

4. To serve as the main administration offices and headquarters for these National recreation lands.

The present facilities at Rocky Gap campground are for picnicking. When completed this campground will be the most heavily used overnight facility in the Red Rocks recreation lands. The proposed FY 1973 construction program will complete Phase II of the campground development which, coupled with Phase III, will accommodate 80,000 visits annually.

Survey and Design of Future Sites - $319,000 has been included for the survey and design of future recreation sites. Since these sites are needed to accommodate increasing visitor use demands and their construction will be requested in future budget submissions, it is imperative that the preconstruction engineering of new sites be accomplished in FY 1973 to accommodate the rapidly increasing visitor uses of the public lands.

Manpower Reduction Program - A full year's savings of $10,000 resulting from the President's FY 1972 5% manpower reduction program is reflected in this budget.

2. MAINTENANCE

Analysis of Change in Subactivities
by Program Feature
FY 1973 Compared with FY 1972
New Budget Authority

Subactivity	(1) (2) (3) Facility Maintenance	(4) Manpower Reduction Program	Net Change
Buildings	+$95,000	-$10,000	+$85,000
Recreation	+280,000	-40,000	+240,000
Roads	+241,000	-42,000	+199,000
Total	+ 616,000	- 92,000	+ 524

2. Maintenance: FY 1972, $2,796,000; FY 1973, $3,320,000; an increase of $524,000 over the amount available in FY 1972, exclusive of carryover funds. The increase consists of the following:

Increase (+) or Decrease (-) Amount	Positions	Total Program	Total Positions	Explanation
(1) +$95,000	---	$468,000	11	To provide an adequate level of maintenance for Bureau-owned Buildings, related structures and grounds.
(2) + 280,000	---	1,546,000	22	To increase maintenance activities at developed, high-use recreation sites.
(3) + 241,000	---	1,398,000	48	To provide for additional periodic maintenance on BLM roads and trails.
(4) - 92,000	---	-92,000	--	Full year cost savings related to 5% manpower reductions initiated in FY 1972.
+ $524,000	---			

Cost Factors Involved in Increase

(1) Two man-years of temporary labor at an average annual cost of $7,000, $14,000; maintenance supplies, materials and equipment, $23,000, contractual maintenance services, $58,000.

(2) Seven man-years of temporary labor at an average annual cost of $7,000, $49,000; maintenance supplies, materials, and equipment, $47,000; contractual maintenance services, $184,000.

(3) Maintenance supplies, materials, and equipment, $66,000; contractual maintenance services, $175,000.

Need for Increases:

(1) Building Maintenance: Newly completed facilities at BIFC will expand the maintenance requirements at this complex. Construction at BIFC to date represents an investment of approximately $4 million. In addition to BLM-owned buildings, five other buildings are leased from the Idaho National Guard. The lease on these buildings requires the Bureau to maintain them at prescribed standards. Current funding amounts to less than 1% of BIFC's capital value and maintenance must be increased if these facilities are to receive adequate and proper care.

In Alaska, corrective measures are required along with routine preventative maintenance on older buildings. Corrective measures include repair, replacement and/or enlargement of inadequate and unsafe electrical and heating systems, repair and replacement of leaking roofs, worn or warped floors, inadequate lighting, plumbing and insulation.

In addition to direct maintenance of buildings, other features require increased emphasis such as parking lots, outdoor storage areas, loading docks, fences, and grounds.

Improved levels of maintenance will correct unsafe and poor working conditions, help extend the useful life of all affected structures and enhance their utility and appearance for the public which they are intended to serve.

(2) Recreation Maintenance: In addition to the 127 existing developed sites requiring maintenance, 6 sites to be constructed in FY 1972 will also require added maintenance capabilities.

Existing Bureau recreation facilities can accommodate only about 12% of the present demand. As a result, many sites are used beyond their capacity, which sharply increases the maintenance and cleanup costs.

During 1970, a total of 38 million visitor days were recorded of which 11 million days were intensive, facility-oriented, type use. Based upon straight line trends of past growth, this will expand to at least 49.5 million visitor days in 1972, of which 14.8 million will be intensive in nature. 1973 will se a further increase to about 55 million visitor days, 16.4 million of which will be intensive, facility-oriented use.

The increased use of recreation sites and surrounding areas necessitates more frequent maintenance schedules in order to keep them safe, attractive and enjoyable for the public. The proposed expansion of the Bureau's recreation maintenance capability will help close the gap between public pressures on existing, developed sites and current maintenance schedules.

(3) Road Maintenance: Use of the public lands road system continues to increase each year. Much of the Bureau's road system is in poor condition and poses serious safety problems because the roads are increasingly used by visitors who are unfamiliar with local conditions. Also, inadequately maintained roads have an environmental impact which far exceeds the immediate land they occupy. Erosion, through inadequate drainage or improper grades, can influence water quality for many miles downstream. Poorly maintained roads also result in heavy rutting, land slides and other degradations of outdoor surroundings.

The total bureau road system contains approximately 47,000 miles, most of which have never been graded or drained. As little as 20% of BLM's road system is maintained in some states. Roads built by the CCC's in the late 1930's have deteriorated to the point where structures must be replaced; the current road maintenance capability is insufficient to upgrade these unsafe roads or road structures.

Status of the road maintenance posture for Bureau controlled roads is as follows:

Maintenance Requirements for Roads on the Public Lands

	Miles
1. Roads Improved by Grading or Draining	
a. Total miles to maintain	12,000
b. FY 1972 budget	4,500
c. FY 1973 proposed budget	5,150
2. Other Roads Used by the Public:	
a. Total miles to maintain	35,000
b. FY 1972 budget	1,500
c. FY 1973 proposed budget	1,720

1/ Estimated cost to maintain adopted standards.

The FY 1973 proposed road maintenance program requires an increase of $241,000. This will allow the Bureau to maintain an additional 870 miles of raod to an acceptable standard for the road class and purposes which it serves.

Adequate road maintenance reduces long-run costs by protecting the investment in roads and provides more efficient land and resource management through improved access. Safety hazards for all users are greatly reduced along with the possibility of adverse court decisions and public criticism. Usable roads also tend to protect the more fragile areas from unregulated use by directing the public into areas which can absorb recreational pressure and possess adequate facilities.

(4) Manpower Reduction Program: A full year's savings as a result of the President's FY 1972 5% manpower reduction program is reflected in this budget. The estimated savings attributable to the FY 1973 maintenance program amount to $92,000 which has been applied as an off-set against the total FY 1973 maintenance requests.

Program of Continuing Work: The Bureau's maintenance efforts will be directed toward insuring that, insofar as possible, facilities are adequately cared for in order to: (1) provide for the safety of employees and the visiting public, (2) extend the useful life and utility of existing structures and other capital investments and, (3) enhance the efficiency of resource management and related administrative functions.

Building Maintenance: In FY 1972 the Bureau will maintain BLM-owned buildings and related structures and grounds to keep them safe, attractive and convenient for public use.

Recreation Facility Maintenance: Periodic maintenance on approximately 127 recreation sites providing the public with some 3,370 individual family units will be continued at a rate which will keep pace with increasing use pressures. In addition, efforts will continue to be directed to the cleanup of undeveloped sites, roadsides and waterways on the public lands. The Johnny Horizon anti-litter campaign will also continue to receive emphasis in FY 1973 to enlist public support and direct contributions in the cleanup and maintenance of our public land environment.

Road & Trail Maintenance: Approximately 6,000 miles of roads and trail will be maintained on a periodic schedule. Frequency of maintenance will be governed by the volume of public use, the nature of use and the relative levels of investment in these transportation facilities.

Construction & Maintenance
Personnel Summary

	1971 Actual	1972 Estimate	1973 Estimate
Total number of permanent positions.........	99	100	100
Full time equivalent of other positions.....	73	73	82
Average number of all employees............	143	144	154
Average GS grade............................	9.0	8.8	8.6
Average GS salary...........................	$12,532	$12,285	$11,998
Average salary of ungraded positions........	9,660	9,427	9,427

ITEMIZATION OF ESTIMATE

Construction and Maintenance

	Actual 1971	Estimate 1972	Estimate 1973	(+)Increase (-)Decrease
Program and Financing:				
Total obligations........	$3,188,617	$4,679,228	$8,103,000	$3,423,772
Unobligated balance available start of year....................	-133,844	-255,228	-203,000	52,228
Unobligated balance available end of year...	255,228	203,000	---	-203,000
Appropriation............	3,310,000	4,627,000	7,900,000	3,273,000
Obligation by Objects:				
11.0 Personnel compensation................	$ 1,491,000	$1,630,000	$1,729,000	$ +99,000
12.1 Personnel benefits: Civilian employees...	113,000	120,000	142,000	+22,000
21.0 Travel and transportation of persons.	96,000	120,000	161,000	+41,000
22.0 Transportation of things................	169,000	161,000	178,000	+17,000
23.0 Rent, communications, and utilities........	19,000	22,000	29,000	+7,000
24.0 Printing and reproduction..............	15,000	11,000	58,000	+47,000
25.0 Other services.......	690,617	711,228	1,605,000	+893,772
26.0 Supplies & Materials.	297,000	246,000	486,000	+240,000
31.0 Equipment...........	28,000	96,000	169,000	+73,000
32.0 Lands & Structures...	270,000	1,562,000	3,546,000	+1,984,000
Total Obligations.........	3,188,617	4,679,228	8,103,000	+ 3,423,772

PUBLIC LANDS DEVEL.
ROADS & TRAILS

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

Public Lands Development Roads and Trails

Contract Authority and Liquidation Program

	Contract Authority Available	Obligations	Net Unpaid Obligations, Prior Year	Total Obligations	Expenditures	Net Unpaid Obligations Carried Forward
			Fiscal Year 1971			
Public Lands Development Roads and Trails (Total)..........	$14,931,472	$ 4,067,067	$ 339,578	$ 4,406,645	$ 3,248,096	$ 1,158,549
			Fiscal Year 1972			
Public Lands Development Roads and Trails (Total)..........	20,864,405	4,067,993	1,158,549	5,226,542	4,082,953	1,143,589
			Fiscal Year 1973			
Public Lands Development Roads and Trails (Total)..........	16,796,412	3,915,000	1,143,589	5,058,589	3,115,000	1,943,589

PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS

Liquidation of Contract Authorization

Analysis by Activities

Activity	Actual 1971	Estimate 1972	Estimate 1973	Increase or Decrease
Public Lands Development Roads and Trails........	$3,500,000	$3,200,000	$3,200,000	---

Status of Appropriation for Liquidation of Contract Authorization

	1971	1972	1973
Appropriation.....................	$3,500,000	$3,200,000	$3,200,000
Unexpended balance brought forward...........................	631,050	882,953	---
Total Available.............	4,131,050	4,082,953	3,200,000
Less: Expenditures...............	3,248,096	4,082,953 a/	3,115,000 a/
Unexpended balance..........	882,953	---	85,000

a/ Estimated

Need for Liquidating Cash: The Public lands development roads and trails program derives its obligating authority from the contract authority contained in the various Federal Aid Highway Acts; however, an appropriation of liquidating cash is required to make contract payments.

Since the first time that contract authority was provided in the Federal Aid Highway Act of 1962, the cumulative liquidating cash appropriation has been less than the cumulative amount of programmed budget authority. This approach is possible because of the time lag which usually occurs in construction projects between the date of contract obligation and the subsequent date of disbursement of funds to make progress payments under the contract.

The accompanying table shows the relationships among contract authority, the amount of programmed new budget authority (NBA) and the appropriation of liquidating cash.

RECAPITULATION OF PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS STATUS OF NBA AND LIQUIDATING CASH APPROPRIATIONS

Fiscal Year	New Budget Authority Authorized by the Federal Aid Highway Acts (in $1,000's)	Programmed New Budget Authority (in $1,000's)	Liquidating Cash Appropriation (in $1,000's)
1963	2,000	---	---
1964	4,000	2,000	760
1965	2,000	2,500	2,500
1966	2,000	2,000	2,000
1967	3,000	2,000	2,000
1968	5,000	3,000	2,600
1969	3,500	3,320	3,500
1970	5,000	4,000	3,500
1971	5,000	2,500	3,500
1972	10,000	4,000	3,200
1973	-0-	3,915	3,200
Total	41,500	29,235	26,760

Unprogrammed Contract Authorization at end of FY 1973 - $12,265 thousand
Unfunded Contract Authorization at end of FY 1973 - $14,740 thousand

Planned Use of Contract Authority - FY 1973. The Bureau obligation program will permit road grading of 107 miles, road surfacing of 91 miles, trail construction of 17 miles and construction of 4 bridges. The estimate also includes funds to accomplish survey and design for future roads and trails.

An adequate road and trail system is essential to the public use and proper management and protection of 450 million acres of public land administered by the Bureau. Most of the land is presently accessible only by primitive roads and many millions of additional acres are completely inaccessible because of lack of easements across surrounding private lands.

The majority of the existing Bureau road system consists of primitive roads which do not adequately service the Bureau's resource and administrative needs. Furthermore, these roads often pose a serious safety hazard to the using public, many of whom are not properly equipped or familiar with local driving hazards. Expanded use of these lands for recreation and other purposes will aggrevate public safety problems.

Of the 36 thousand miles of existing roads which are classed as primitive, approximately 32 thousand miles are in need of up-grading. In addition, another 21,300 miles of added construction and surfacing has been identified so as to serve the long term management needs of the public lands. Of the estimated 13 thousand miles of trail requirements, only about 5 thousand miles presently exist.

Construction standards vary from single-lane graded dirt roads for fire control to double-lane surfaced roads to meet multiple resource needs and intensive recreation access. The major portion of the existing transportation system consisting of almost 50,000 miles does not meet present use standards and many roads can be used only seasonally. To rectify this situation, these roads should be improved or reconstructed to bring them to a design standard consistent with present day usage.

A summary of the programmed authority for FY 1973 by State is as follows:

Alaska	$ 55,000
Arizona	275,000
California	448,000
Colorado	148,000
Idaho	354,000
Montana	178,000
Nevada	344,000
New Mexico	372,000
Oregon	275,000
Utah	311,000
Wyoming	120,000
Survey & Design & Easement Acquisition..	1,120,000
Sub-Total	4,000,000
Manpower Reduction Program Savings	-85,000
TOTAL OBLIGATION PROGRAM	3,915,000

Personnel Summary

	1971 Actual	1972 Est.	1973 Est.
Total number of permanent positions	88	83	83
Full-time equivalent of other positions	43	39	39
Average number of all employees	128	125	120
Average GS grade	9.0	8.8	8.6
Average GS salary	$12,532	$12,285	$11,998
Average Salary of ungraded positions	$ 9,660	$ 9,427	$ 9,427

ITEMIZATION OF ESTIMATE

Public Lands Development Roads and Trails

	Actual 1971	Estimate 1972	Estimate 1973	Increase (+) Decrease (-)
Program and Financing:				
Total obligations........	$4,067,067	$4,067,993	$3,915,000	$-152,993
Unobligated balance available start of year....................	-9,931,472	-10,864,405	-16,796,412	-5,932,007
Unobligated balance available end of year....................	10,864,405	16,796,412	12,881,412	-3,915,000
Unfunded balance, start of year.................	9,640,000	11,140,000	17,940,000	+6,800,000
Unfunded balance, carried forward................	-11,140,000	-17,940,000	-14,740,000	+3,200,000
Appropriation to liquidate contract authorization.................	3,500,000	3,200,000	3,200,000	-0-
Obligations by Objects:				
11.0 Personnel compensation..............	$1,367,000	$1,345,000	$1,227,000	$-118,000
12.1 Personnel benefits: Civilian employees..	95,000	95,000	86,000	-9,000
21.0 Travel and transportation of persons	137,000	141,000	141,000	-0-
22.0 Transportation of things..............	77,000	86,000	86,000	-0-
23.0 Rent, communications, and utilities.......	13,000	15,000	15,000	-0-
24.0 Printing and reproduction............	1,000	3,000	3,000	-0-
25.0 Other services......	786,067	779,993	780,000	+7
26.0 Supplies & Materials	81,000	100,000	100,000	-0-
31.0 Equipment..........	12,000	12,000	17,000	+5,000
32.0 Lands & structures..	1,498,000	1,491,000	1,460,000	-31,000
Total Obligations........	4,067,067	4,067,993	3,915,000	-152,993

ITEMIZATION OF ESTIMATE

Public Lands Development Roads and Trails

	Actual 1971	Estimate 1972	Estimate 1973	Increase (+) Decrease (-)
Program and Financing:				
Total obligations........	$4,067,067	$4,067,993	$3,915,000	$-152,993
Unobligated balance available start of year....................	-9,931,472	-10,864,405	-16,796,412	-5,932,007
Unobligated balance available end of year....................	10,864,405	16,796,412	12,881,412	-3,915,000
Unfunded balance, start of year.................	9,640,000	11,140,000	17,940,000	+6,800,000
Unfunded balance, carried forward................	-11,140,000	-17,940,000	-14,740,000	+3,200,000
Appropriation to liquidate contract authorization.................	3,500,000	3,200,000	3,200,000	-0-
Obligations by Objects:				
11.0 Personnel compensation..............	$ 1,367,000	$ 1,345,000	$ 1,227,000	$ -118,000
12.1 Personnel benefits: Civilian employees..	95,000	95,000	86,000	-9,000
21.0 Travel and transportation of persons	137,000	141,000	141,000	-0-
22.0 Transportation of things..............	77,000	86,000	86,000	-0-
23.0 Rent, communications, and utilities.......	13,000	15,000	15,000	-0-
24.0 Printing and reproduction............	1,000	3,000	3,000	-0-
25.0 Other services......	786,067	779,993	780,000	+7
26.0 Supplies & Materials	81,000	100,000	100,000	-0-
31.0 Equipment..........	12,000	12,000	17,000	+5,000
32.0 Lands & structures..	1,498,000	1,491,000	1,460,000	-31,000
Total Obligations........	4,067,067	4,067,993	3,915,000	-152,993

O & C GRANT LANDS

Department of the Interior
Bureau of Land Management
Oregon and California Grant Lands

Estimated appropriation, 1972		$19,000,000
Unobligated balance from prior years (included in this unobligated balance is $913,000 for Forest Service).		2,497,000
Total available for obligation.		21,497,000
Decreases		
Construction and acquisition (included in this amount is $3,301,000 for Forest Service).	$12,580,000	
Forest development, protection and management (includes $112,000 for Forest Service).	6,094,000	
Operation and maintenance	2,823,000	
		21,497,000
Increases		
Construction and acquisition (included in this amount is $2,254,000 for Forest Service).	8,552,000	
Forest development protection and management (includes $86,000 for Forest Service).	6,232,000	
Operation and maintenance	2,363,000	
Total available for obligation		17,147,000
Less: Unobligated balance from prior years		-665,000
Add: FY 1973 savings from 5% employment reduction program . .		+218,000
Budget Estimate, 1973		16,700,000

Oregon and California Grant Lands
Analysis by Activities

	Amount Available 1972	Fiscal Year 1973			Total Available 1973 Compared to Total Available 1972	Page Ref.
		Estimated Total Available	Unobligated Balance from prior years	Budget Estimate		
1. Construction and acquisition	$12,580,000	$ 8,589,000	$+385,000	$ 8,204,000	$-3,991,000	63
2. Forest development, protection and management	6,094,000	6,386,000	+280,000	6,106,000	+ 292,000	72
3. Operation and maintenance	2,823,000	2,390,000	-0-	2,390,000	- 433,000	72
Total	21,497,000	17,365,000	-665,000	16,700,000	-4,132,000	

Appropriation Title

Oregon and California Grant Lands - $16,700,000

Under this title an amount equal to 25% of the gross receipts from sales of timber and other products on the revested Oregon and California Railroad Grant Lands is appropriated for the construction, acquisition, operation and maintenance of access roads and other improvements and for forest management, reforestation and protection of the BLM administered lands in western Oregon.

The estimate for FY 1973 for this appropriation is $16,700,000, a decrease of $2,300,000 below FY 1972 exclusive of carryover funds.

1. Construction and Acquisition - $8,204,000

The FY 1973 estimate of $8,204,000 is a decrease of $2,947,000 below FY 1972, exclusive of carryover funds. The program is for construction of access roads and recreation facilities in Western Oregon.

The analysis of new budget authority total availability, and the obligation program follow in tabular form on the following page.

1. Construction and Acquisition Activity Analysis by Subactivity and Agency

Agency	Amount Available 1972	Fiscal Year 1973					Total Available 1973 Compared to 1972
		Estimated Total Available	Unobligated Balance From FY 1972	Budget Estimate	Obligation Program	Unobligated Balance, end of year 1/	
(a) Access roads:							
1. Bureau of Land Management	$8,382,000	$4,880,000	$385,000	$4,495,000	$4,854,000	$26,000	$-3,502,000
2. Forest Service	2,935,000	1,804,000	---	1,804,000	1,804,000	---	-1,131,000
Subtotal, Access roads	11,317,000	6,684,000	385,000	6,299,000	6,658,000	26,000	-4,633,000
(b) Recreation facilities:							
1. Bureau of Land Management	897,000	1,455,000	---	1,455,000	1,444,000	11,000	+558,000
2. Forest Service	366,000	450,000	---	450,000	450,000	---	+84,000
Subtotal, Rec. facilities	1,263,000	1,905,000	---	1,905,000	1,894,000	11,000	+642,000
Activity total	12,580,000	8,589,000	385,000	8,204,000	8,552,000	37,000	-3,991,000

1/ Represents manpower reduction program savings.

(a) Access Roads - $6,299,000

The amount of $6,299,000 includes $1,804,000 for the Forest Service. The BLM amount of $4,495,000 is a decrease of $3,832,000 compared to the amount available for 1972, exclusive of carryover funds. These funds will be used for survey and design, rights-of-way agreements, and acquisition of easements as well as construction, improvement, and acquisition of roads and bridges in support of the management of the O&C revested lands in western Oregon.

The access road system must be planned sufficiently ahead of actual sales to provide access to undeveloped areas of mature, over-mature, decadent, and scattered salvage timber stands to insure a well-balanced schedule of timber harvest. Access affords bidding opportunities to all prospective timber buyers.

During FY 1973 the BLM portion is planned to accomplish 44 miles of surfacing and 8 miles of grading. Rock production for road repair and surfacing and construction of bridges and culverts is also included.

The Forest Service road construction amount of $1,804,000 is a decrease of $416,000 over FY 1972,exclusive of carryover funds.

(b) Recreation Construction - $1,905,000

The estimate includes $1,455,000 for BLM recreation construction, an increase of $885,000 over the amount available for 1972, exclusive of carryover funds. The Forest Service recreation construction amount is $450,000, an increase of $271,000 over FY 1972 exclusive of carryover.

Access roads have opened many previously remote areas with high recreation value. Increasing use of these areas by the public creates fire and pollution hazards which endanger both the resources and the using public. The program attempts to minimize or eliminate these hazards by providing potable water and sanitary picnic and camping facilities in carefully selected areas.

Analysis indicates that western Oregon will have a facility supply deficit of 390,000 one-time-use (OTU) capaicty by 1976. Approximately 80,000 additional OTU's of camping and picnicking capacity will be needed to meet the recreation demands of 1976. State counties and other federal agencies are developing facilities to help meet this demand. The FY 1973 program will provide approximately 131 family units at two sites which, together with related improvements, will provide 750 OTU's of developed capacity. These facilities are primarily oriented toward camping and picnicking use adjacent to popular water-based recreational attractions in Western Oregon. Funds are also provided for the construction of miscellaneous features to correct environmental problems and the survey, design and associated planning functions for future O&C recreational developments.

Details of the construction and acquisition program are shown in the following tables:

OREGON AND CALIFORNIA GRANT LANDS
Fiscal Year 1972 Program
Construction and Acquisition

Availability:		
Unobligated balance as of 6/30/71, brought forward................ (included in this unobligated balance is $901,580 for Forest Service)		$1,429,000
Estimated warranted authorization, FY 1972........................		11,151,000
Less: Unobligated balance, end of year FY 1972..................		-385,000
Available for 1972 program..................................		12,195,000
Utilization:		
Bureau of Land Management:		
Planning, reconnaissance......................	572,000	
Acquisition..................................	540,000	
Recreation construction......................	900,000	
		2,012,000
Federal Highway Administration:		
Surveys......................................	300,000	
Road construction............................	6,582,000	
		6,882,000
Forest Service:		
Construction of roads........................	2,935,000	
Recreation construction......................	366,000	
		3,301,000
		12,195,000

DETAIL OF ROAD CONSTRUCTION PROGRAM, BLM LANDS, FY 1972

Road System	Project Name	Miles	Type	Cost Estimate
Sitkum Ridge	Weaver Road	5.0	Surfacing	$370,000
Glendale	Bobby Creek	4.5	Grading & Bridge	500,000
Cow Creek	Berry Creek	7.0	Grading	450,000
Blue Ridge	Blue Ridge	19.0	Grading	500,000
Mohawk	Bowley Creek	1.7	Grading & Surfacing	175,000
Glendale	Cow Creek	8.0	Grading, Bridge & Surfacing	1,000,000
McKenzie	Johnson Creek	1.0	Grading & Bridge	130,000
Nestucca	Nestucca River Road	-	Grading & Surface Replacement	616,000
Subtotal		46.2		3,741,000

Rock production	1,975,000
Bridges and culverts	866,000
Total road construction, BLM lands	6,582,000
Road and easement acquisition	540,000
Survey and design	300,000
Planning and reconnaissance	572,000
Total FY 1972 obligation program (includes carryover funds)	7,994,000

DETAIL OF RECREATION CONSTRUCTION PROGRAM, BLM LANDS, FY 1972

Project	County	FY 1972 Cost Estimate	FY 1972 Family Units	OTU
Alsea Falls	Benton	$30,000	Contract administration and modification	-
Wildwood	Clackamas	113,000	Contract administration and modification of existing system	-
Hyatt Lake	Jackson	400,000	66	400
		$547,000	66	400

In addition to the funds identified above, the remaining sum of $353,000 contains $302,000 to be utilized for survey and design, recreation inventory and analysis and coordination and planning for future recreational demands in western Oregon. The balance of $51,000 is to be used for the construction of new water and sanitation facilities to solve environmental and public safety problems in existing recreation sites.

OREGON AND CALIFORNIA GRANT LANDS
Fiscal Year 1973 Program
Construction and Acquisition

Availability:

Unobligated balance, beginning of FY 1973		$385,000
Estimated warranted authorization, FY 1973		8,204,000
Less: Unobligated balance, end of FY 1973 1/		-37,000
Available for FY 1973 program		8,552,000

Utilization:

Bureau of Land Management:		
Planning, reconnaissance	$450,000	
Acquisition	400,000	
Recreation construction	1,444,000	
		2,294,000
Federal Highway Administration:		
Surveys	200,000	
Construction of roads	3,804,000	
		4,004,000
Forest Service:		
Construction of roads	1,804,000	
Recreation construction	450,000	
		2,254,000
Total 1973 program		8,552,000

1/ Represents manpower reduction program savings.

DETAIL OF ROAD CONSTRUCTION PROGRAM, BLM LANDS FY 1973

Road System	Project Name	Type	Miles	Amount
Blue Ridge	Blue Ridge	Surfacing	19	$250,000
Rock Creek	Bob Butte	Grading	8	1,000,000
Nestucca	Nestucca River Road	Surface replacement	-	385,000
Cow Creek	Berry Creek	Surfacing	7	210,000
McKenzie	Horn Butte	Surfacing	6	200,000
Yellow Ridge	Yellow Creek Ridge	Surfacing	12	300,000
			52	

Bridges and culverts	250,000
Rock Production	1,209,000
Survey and design	200,000
Subtotal (FHWA)	4,004,000
Planning and reconnaissance (BLM)	450,000
Road and easement acquisition (BLM)	400,000
Total obligation program, BLM lands	4,854,000

DETAIL OF RECREATION CONSTRUCTION PROGRAM, BLM LAND, FY 1973

Project	County	Cost Estimate	Family Units	OTU
South Jetty	Lane	$341,000	Construction of 4 comfort stations observation building, foot bridges and water system.	-
Shotgun	Lane	335,000	27	300
Swiftwater	Douglas	400,000	75	450
Rogue River Trail	Josephine	60,000	Construction of four foot bridges	-
Hyatt Lake	Jackson	15,000	Contract administration	-
Total		1,151,000	102	750

In addition to the funds identified above, the remaining sum of $293,000 contains $213,000 to be utilized for survey and design, recreation inventory and analysis and coordination and planning for future recreational demands in western Oregon. The balance of $80,000 is to be used for the construction of water and sanitation facilities to solve environmental and public safety problems at existing recreation sites.

2. Forest Development, Protection and Management - Analysis by Subactivity and Agency

Subactivity and Agency	Amount Available 1972	Estimated Total Available	Unobligated Balance from FY 1972	Budget Estimate	Obligation Program	Unobligated 1/ Balance End of Year	Total Available 1973 Compared to 1972
(a) Forest protection:							
Bureau of Land Management	$957,000	$1,000,000	---	$1,000,000	$1,000,000	---	+$43,000
(b) Forest development							
Bureau of Land Management	2,419,000	2,575,000	$39,000	2,536,000	2,532,000	$43.000	+156,000
Forest Service	112,000	86.000	---	86,000	86,000	---	-26.000
(c) Forest management							
Bureau of Land Management	2,606,000	2,725.000	241,000	2,484.000	2,614,000	111,000	+119,000
Total	6,094,000	6,386,000	280,000	6,106,000	6,232,000	154,000	+292,000
3. Operation and Maintenance (All BLM) - Analysis by subactivity							
(a) Roads	2,479,000	1,940,000	---	1,940,000	1,931,000	9,000	-539,000
(b) Recreation facilities	344,000	450,000	---	450,000	432.000	18,000	+106,000
Total	2,823,000	2,390,000	---	2,390,000	2.363,000	27,000	-433,000

1/ Represents manpower reduction program savings.

(2) Forest Development, Protection and Management $6,106,000

The FY 1973 estimate of $6,106,000 is an increase of $889,000 over FY 1972 exclusive of carryover funds. The program provides for the protection of western Oregon forests, reforestation and rehabilitation practices, timber stand improvement and a variety of forest management functions oriented toward the orderly harvest of timber crops.

(a) Forest Protection - $1,000,000

The estimate of $1,000,000 is an increase of $181,000 over FY 1972 amount, exclusive of carryover funds. BLM contracts for fire protection on approximately 2.4 million acres of O&C and public domain forest lands in western Oregon. These contracts are negotiated with the State of Oregon, the Forest Service and Clackamas County on a rate per acre which reflects each agency's costs for fire suppression and fire prevention in past years. Increases reflect operating costs which can be anticipated for FY 1973 protection contracts. The Bureau will also continue to contribute to presuppression and control measures through the removal of snags, slash disposal, fire-break construction, fire law enforcement and fire investigations on Bureau administered lands.

(b) Forest Development - $2,622,000

The estimate of $2,622,000 represents an increase of $397,000 over the FY 1972 amount, exclusive of carryover funds. BLM programs account for an increase of $411,000 with a decrease of $14,000 in Forest Service work. The BLM increase is partially offset by a decrease of $43,000 in the obligation program resulting from manpower reduction savings.

Bureau of Land Management

The purpose of this program is to insure maximum timber production which is reflected in the level of the annual allowable cut. This is accomplished in part by pre-commercial thinning which involves the removal of trees from immature, overstocked stands of timber. This practice gives the residual trees more room for growth and development and will produce commercial sized timber in a shorter period of time with more useable wood volume than would otherwise be realized.

Site and stand improvement, stand conversion, reforestation, and genetic improvement are also part of this program. These practices are all conducive to bringing denuded forest lands with little or no natural regeneration or unproductive hardwood stands into full timber production. Site treatment involves the removal of brush and other obstacles from potential timber producing sites to permit planting of desireable tree species. Genetic improvement of commercial tree species helps provide superior seed and planting stock. These practices together with commercial thinning and mortality salvage operations make up the Bureau's western Oregon intensified forest management program. Through study and analysis, each practice has been found to be both environmentally and economically feasible. The best possible combination or mix of practices is determined through computerization which also permits allowable cut projections far into the future based on varying levels of intensity and mix of development practices.

Increases in the forest development program will provide for reforestation, timber stand improvement, fisheries habitat improvement, increased research, and additional development contracts. On an obligation program basis, these increases are necessary to maintain the forest development program at only a slightly higher level than that available for obligation in FY 1972.

Forest Service

The Forest Service program of $86,000,000 is included in the forest development total of $2,622,000. The FY 1973 program is a decrease of $14,000 from FY 1972. This provides for reforestation and stand improvement work on those O&C lands which are under Forest Service jurisdiction.

(c) Forest Management - $2,484,000

The estimate of $2,484,000 is an increase of $310,000 over the amount available in FY 1972, exclusive of carryover funds. The increase is partially offset by a decrease of $111,000 in the obligation program resulting from manpower reduction savings. The increase is necessary to maintain a level forestry program in a situation of rising management costs. This program when combined with Forest Management, western Oregon in the Management of Lands and Resources Appropriation, provides for the layout, measurement, appraisal, sale and administration of the total allowable cut in western Oregon. This cut is determined from periodic inventories which are correlated with the principles of multiple-use to develop a sustained yield timber harvest. The increase in budget authority is required to offset pay raises enacted for prior years, which heretofore were partially offset with carryover funds.

3. Operation and Maintenance $2,390,000

The amount of $2,390,000 is a decrease of $242,000 below the amount available for FY 1972, exclusive of carryover funds. This program provides adequate maintenance of access roads and recreation facilities on Bureau lands in Western Oregon.

(a) Roads - $1,940,000

The amount of $1,940,000 is a decrease of $383,000 below FY 1972 availability, exclusive of carryover funds. In addition to this decrease, $9,000 will be saved in the obligation program as a result of manpower reduction savings.

These funds provide maintenance for approximately 6,800 miles of timber access roads. These roads must be kept in usable condition to insure an even flow of logs to the mills, particularly during the rainy season when inadequately maintained roads rapidly deteriorate. Washouts are costly both in repair and in the economic loss suffered by the mill operator and the logger. In order to maintain the necessary level of maintenance, the difference between the FY 1972 obligation program and the proposed program for FY 1973 will be made up from enacted and carryover contributed funds.

(b) Recreation Facilities - $450,000

An amount of $450,000 is an increase of $141,000 over the amount available in FY 1972, exclusive of carryover funds. This increase is partially offset by a decrease of $18,000 resulting from manpower reduction savings. The O&C areas are often near population centers and are receiving more recreation use every year. Visitor days at western Oregon recreational facilities are increasing every year and the trend is expected to continue through the 1970's. The increasing demand comes largely from metropolitan areas of California and other surrounding states as well as additional pressures from in-state residents.

Heavy use increases the maintenance effort. This program provides adequate services such as disposal of garbage, servicing sanitation facilities, keeping drinking water safe and general repair and maintenance of facilities.

The $141,000 increase will be used to maintain new recreation facilities to be completed in FY 1972, to meet increasing use pressures at established campgrounds and to up-grade sites where pollution poses a threat to the local environment and public health.

Personnel Summary

Bureau of Land Management	1971 Actual	1972 Estimate	1973 Estimate
Total number of permanent positions	366	346	346
Full-time equivalent of other positions.......................	66	66	66
Average number of all employees....	385	365	365
Average GS grade..................	9.0	8.8	8.6
Average GS salary.................	$12,532	$12,285	$11,998
Average salary of ungraded positions.......................	$9,660	$9,427	$9,427

Allocation Accounts	1971 Actual	1972 Estimate	1973 Estimate
Total number of permanent positions	142	142	132
Full-time equivalent of other positions.......................	24	25	21
Average number of all employees....	149	150	139
Average GS grade..................	7.7	7.7	7.7
Average GS salary.................	$11,029	$11,091	$11,104

ITEMIZATION OF ESTIMATE

Oregon and California Grant Land (receipt limitation)

	Actual 1971	Estimate 1972	Estimate 1973	Increase (+) Decrease (-)
Program and Financing:				
Total obligations........	$17,165,000	$20,833,000	$17,147,000	-3,686,000
Unobligated balance available, start of year.....	- 4,147,000	2,498,000	-665,000	+1,833,000
Unobligated balance available, end of year..	2,498,000	665,000	218,000	- 447,000
Appropriation............	15,516,000	19,000,000	16,700,000	-2,300,000
Obligations by Objects:				
11.0 Personnel compensation..........	5,514,000	5,408,000	5,038,000	-370,000
12.1 Personnel benefits: Civilian employees...	567,000	538,000	511,000	-27,000
21.0 Travel and transportation of persons.............	331,000	321,000	319,000	-2,000
22.0 Transportation of things...............	552,000	552,000	555,000	+3,000
23.0 Rent, communications, and utilities........	91,000	97,000	97,000	---
24.0 Printing and reproduction.........	9,000	14,000	10,000	-4,000
25.0 Other services.......	3,657,000	4,645,000	5,283,000	+638,000
26.0 Supplies and materials...........	546,000	550,000	550,000	---
31.0 Equipment...........	146,000	100,000	95,000	-5,000
32.0 Lands and structures...........	5,745,000	8,601,000	4,682,000	-3,919,000
42.0 Insurance claims and indemnities......	8,000	8,000	8,000	---
Subtotal............	17,166,000	20,834,000	17,148,000	-3,686,000
95.0 Quarters and subsistence charges...	-1,000	-1,000	-1,000	---
Total Obligations.....	17,165,000	20,833,000	17,147,000	-3,686,000

RANGE IMPROVEMENTS

JUSTIFICATION

Range Improvements $3,059,000

Appropriation 1971	Appropriation 1972	Estimate 1973	Increase (+) Decrease (-)
$1,795,169	$2,523,000	$3,059,000	+$536,000

Range Improvements, an annual, indef appropriation, is derived from the Range Improvement Fund established by Law (43 U.S.C. 315). Included also are receipts from Bankhead-Jones Farm Tenant Act lands transferred from the Department of Agriculture by various Executive Orders. The increase for 1973 results from the increase in grazing fees for the grazing year beginning on March 1, 1972, a portion of which is designated in the Act as the Range Improvement Fee.

The objective of this program is to support range management on deteriorated and declining range lands to restore and sustain forage production and complement the watershed treatment and wildlife habitat improvement programs. Lands valuable for forage production are usually also valuable upland watersheds and important wildlife winter ranges or habitat areas.

Program of Continuing Work: In FY 1973 the plan of work includes the constrution of about 730 miles of fence, 600 water developments and maintenance of existing range improvements. These added improvements will aid implementation of multiple-use management plans for lands which are important for forage production, watersheds, and wildlife habitat. Land improvements resulting from this increase will provide additional forage for livestock and wildlife. Continued effort is planned for maintenance of the existing range improvements.

Personnel Summary	1971 Actual	1972 Estimate	1973 Estimate
Total number of permanent positions	46	44	44
Full-time equivalent of other positions	32	32	32
Average number of all employees	74	72	70
Average GS grade	9.0	8.8	8.6
Average GS salary	$12,532	$12,285	$11,998
Average salary of ungraded positions	$9,660	$9,427	$9,427

ITEMIZATION OF ESTIMATE

Range Improvement (receipt limitation)

	Actual 1971	Estimate 1972	Estimate 1973	Increase (+) Decrease (-)
Program and Financing:				
Total obligations.......	$1,931,000	$2,570,000	$3,026,000	+$ 456,000
Unobligated balance available, start of year..................	-229,000	-93,000	-46,000	+ 47,000
Unobligated balance available, end of year..................	93,000	46,000	79,000[a]	+ 33,000
Appropriation...........	1,795,000	2,523,000	3,059,000	+ 536,000
Obligations by Objects:				
11.0 Personnel compensation.............	773,000	716,000	677,000	- 39,000
12.0 Personnel benefits: Civilian employees.	55,000	54,000	43,000	- 11,000
21.0 Travel and transportation of persons..	37,000	40,000	40,000	-0-
22.0 Transportation of things.............	98,000	100,000	100,000	-0-
23.0 Rent, communications and utilities......	15,000	15,000	15,000	-0-
25.0 Other services.....	590,000	1,009,000	1,513,000	+ 504,000
26.0 Supplies and materials..........	352,000	620,000	622,000	+ 2,000
31.0 Equipment.........	11,000	16,000	16,000	-0-
Total obligations........	$1,931,000	$2,570,000	$3,026,000	+$ 456,000

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[a] Manpower reduction program savings

Administrative Provisions

Authorization is requested to acquire one additional aircraft by transfer from another agency's surplus if a suitable aircraft becomes available.

This aircraft, a Lockheed Electra or equivalent, will be used at the Boise Interagency Fire Center, Boise, Idaho, for the hauling of air cargo, paracargo, and personnel; a replacement to a similar aircraft we are presently leasing. Substantial savings can be realized in an average fire year through utilization of a government-owned airplane in lieu of leasing.

Replacement aircraft to be acquired:

Number	1
Cost	$ -0-

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